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South-South and triangular cooperation in the United Nations system

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report of the Joint Inspection Unit entitled "South-South and triangular cooperation in the United Nations system" (JIU/REP/2011/3).

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SOUTH-SOUTH AND TRIANGULAR COOPERATION IN THE UNITED NATIONS SYSTEM

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EXECUTIVE SUMMARY

South-South and triangular cooperation in the United Nations system JIU/REP/2011/3

As requested by the High-level Committee on South-South Cooperation (HLC), the Joint Inspection Unit (JIU) included in its programme of work for 2010, a system-wide review of the existing United Nations institutional arrangements in support of South-South (SSC) and triangular cooperation (TC). The objective of the review is to assess the current situation and make recommendations on the ways and means of enhancing system-wide contribution to South-South and triangular cooperation, addressing issues of mandates, frameworks and policies, intergovernmental processes, structures, financing and coordination.

Main findings and conclusions

The review found that South-South cooperation has made its way, albeit slowly, across the United Nations system, as called for by the Buenos Aires Plan of Action over 30 years ago. To attain full impact, however, current United Nations institutional arrangements should be improved in terms of overall system-wide policy frameworks, governance, coordination, structures, mechanisms and dedicated resources. Moreover, the Special Unit for South-South Cooperation (SU/SSC) should prioritize its activities and resources in line with its extended mandate. In terms of triangular cooperation, more effort is required to enhance its contribution to South-South cooperation.

Absence of a common definition

Despite efforts made by many organizations at mainstreaming SSC into their work and operational activities, lack of understanding of the definition and concept of SSC and TC, and of the differentiation between the regular technical cooperation programmes and those dealing specifically with SSC remain problematic (recommendation 1).

Lack of dedicated intra-agency support structures

Only three organizations have dedicated SSC units in place at headquarters. Other organizations lack a dedicated and identifiable structure or mechanism that can initiate, coordinate, report and evaluate their support to SSC across programme activities. The absence of sufficient dedicated resources for this activity in many organizations has meant that the full potential of SSC has not been tapped (recommendation 3).

Weak overall SSC governance

At the same time, SSC governance, including the mandate and working methods of the HLC, needs to be revisited to ensure better coordination, encourage higher participation in its activities, and drive positive action (recommendation 4).

Poor application of guidelines and guidance

The 2003 Revised Guidelines for the Review of Policies and Procedures Concerning Technical Cooperation among Developing Countries (hereafter the "Revised Guidelines"), which provide a common United Nations framework of indicators for measuring progress and results, have not been fully applied by the United Nations

organizations, notwithstanding the fact that the contents of the guidelines were discussed thoroughly and adopted by the system as a whole. With a few exceptions, support to SSC at the regional and country levels has not been effective; guidelines are not adhered to, ignored, or lack operational value. Very few United Nations Development Assistance Frameworks (UNDAFs) make reference to SSC, and even fewer have a relevant specific outcome. Although the United Nations Development Group (UNDG) guidance package for UNDAFs was updated in 2009 to include SSC as an area of work, there is no operational guidance for its implementation, nor is there a mechanism in place whereby UNDAFs are systematically scrutinized to ensure mainstreaming of SSC at the country level (recommendation 2).

Weak reporting mechanisms

Barring a few exceptions, there is little adherence by the organizations of the system to existing reporting mechanisms on their activities in support of SSC, and often reporting amalgamates SSC with the regular technical cooperation programmes. This also applies to evaluations; more needs to be done in terms of tracking, monitoring and evaluating SSC activities (recommendation 11).

Underfunding of SSC

Inadequate financing has been a major stumbling block in advancing support to SSC within the United Nations Development System (UNDS). A specific percentage, not less than 0.5 per cent of core budgets must be devoted to this activity and more needs to be done by the organizations of the system to mobilize and allocate conditionality-free extrabudgetary funds in support of SSC (recommendation 9).

More effective action at regional level needed

At the regional level, the United Nations Regional Commissions can play a more effective role in advancing SSC. The lack of an effective presence of the SU/SSC at the regional level has meant lost opportunities for the United Nations development system in advancing SSC through existing regional and subregional integration schemes. The regional presence of SU/SSC should be strengthened and centralized at the headquarters of the Regional Commissions in order to enhance its visibility and input, and create synergies. The regional coordination mechanisms (RCMs) should be leveraged as a means of galvanizing support to SSC by the United Nations system at the regional level. Consideration should be given to developing regional and subregional UNDAFs (recommendations 7 and 8).

Ambitious mandate, not matched with resources

The mismatch between the expanded mandate and functions of the SU/SSC, and existing institutional and financial capacities must be addressed in order to make its work more effective. Activities should be prioritized and the staffing profile reviewed accordingly, including the role of the Regional Commissions. The issue of the independence of the SU/SSC within UNDP needs to be addressed by the HLC (recommendations 5 and 6).

Triangular cooperation lacks coherent strategy and policy

While triangular cooperation (TC) has increased, there is a lack of strategic thinking with regard to policies and financing mechanisms governing such cooperation. More work is required to strengthen its promotion and contribution to SSC (recommendation 10).

Weak coordination mechanisms hamper potential impact of SU/SSC

Current coordination arrangements at the regional and country levels in support of SSC are inadequate, and in certain cases non-existent. There is need for a review of such arrangements in order to better delineate responsibilities and enhance synergies in the work of the SU/SSC and other United Nations system organizations at the regional and country levels. The effectiveness of the focal point system should be boosted and thematic working groups or clusters should be set up (recommendation 12).

The report contains 12 recommendations, three of which are addressed to the executive heads of the United Nations system organizations, and nine to the legislative or governing bodies of the United Nations system organizations, as follows.

Recommendations for consideration by legislative or governing bodies

Recommendation 1

The High-level Committee on South-South Cooperation (HLC) should request the United Nations Development Programme (UNDP) Administrator, as Chair of the United Nations Development Group (UNDG), to mandate the Special Unit for South-South Cooperation (SU/SSC), in coordination with United Nations system entities, including the Regional Commissions, to propose operational definitions of South-South and triangular cooperation, submit them to the General Assembly for approval, through the seventeenth session of the HLC in 2012, and ensure their dissemination and application, including through workshops and training sessions at headquarters and field level system-wide.

Recommendation 3

The legislative bodies of United Nations system organizations should request the Executive Heads to establish identifiable and dedicated structures, mechanisms and focal points tasked with developing agency-specific corporate policy and support strategy, and ensure coordination on South-South and triangular cooperation within their respective organizations and inter-agencies, through the reallocation of the necessary staff and resources for this purpose, as appropriate.

Recommendation 4

The High-level Committee on South-South Cooperation (HLC) should request the Secretary-General to submit to the General Assembly, no later than the end of 2012, a proposal to review the current South-South cooperation (SSC) governance structure and its secretariat support within the United Nations, so as to ensure more efficient and effective work procedures for the HLC, and better delineation of responsibilities and interaction among all stakeholders. The proposal should address:

(a) The need for greater participation by technical cooperation agencies, related national authorities and focal points in the work of the HLC;

(b) The need for a regular thematic agenda, discussion and action, based on the work of standing thematic groups composed of national authorities, academia, civil society and the private sector, as appropriate;

(c) The consideration of thematic and sectoral reports by relevant United Nations system organizations.

Recommendation 5

The High-level Committee on South-South Cooperation (HLC) should:

(a) Request the Special Unit for South-South Cooperation (SU/SSC) to continue implementing its mandate and responsibilities as assigned by the Buenos Aires Plan of Action (BAPA), the New Directions for Technical Cooperation among Developing Countries and the Nairobi outcome document, focusing on global and United Nations system policy support and advocacy; inter-agency coordination and facilitation; catalyzing innovate mechanisms; fostering inclusive partnerships and mobilizing resources from both public and private entities to support multi-agency initiatives in implementing the Nairobi outcome document; and supporting knowledge-sharing, networking and exchange of best practices, including through new and existing centres of excellence, the SU/SSC and United Nations system platforms. To that effect, SU/SSC should review its current portfolio of activities and staffing profile with a view to prioritizing activities while ensuring better delineation of responsibilities with other United Nations entities; and

(b) Call on all relevant United Nations system organizations to support the work of the SU/SSC and leverage the services it offers.

Recommendation 6

The High-level Committee on South-South Cooperation (HLC) and the Economic and Social Council, in coordination with the United Nations Development Programme (UNDP), should consider relocating the regional representatives of the Special Unit for South-South Cooperation (SU/SSC) to the Regional Commissions, with direct reporting to UNDP and the SU/SSC.

Recommendation 7

The High-level Committee on South-South Cooperation (HLC) should provide further clarification on the reporting lines of the Special Unit for South-South Cooperation (SU/SSC) with a view to reconciling the issue of its separate identity within the United Nations Development Programme (UNDP) and effecting closer integration of the Unit within the UNDP structure, including requesting the UNDP Administrator to establish collaborative working arrangements at headquarters and in the regions, and the regular participation of the Unit Head and its regional coordinators in all strategic and decision-making mechanisms and meetings, so as to enhance the profile and visibility of the Unit, and ensure that South-South cooperation (SSC) is reflected as a cross-cutting issue in all programmatic decisions at corporate and system-wide levels.

Recommendation 8

The Economic and Social Council should request the United Nations Regional Commissions to set up strategies, structures/mechanisms, and mobilize or reallocate resources at the legislative, programmatic and operational levels dedicated to enhancing subregional, regional and interregional South-South cooperation (SSC), and to use the annual meetings of the regional coordination mechanisms (RCM) as a tool for advancing system-wide cooperation and coordination in support of SSC.

Recommendation 9

The legislative and governing bodies of the United Nations system organizations should request the Executive Heads to apportion a specific percentage – not less than 0.5 per cent – of core budget resources for the promotion of South-South cooperation (SSC) in their respective areas of competence, in consultation with programme countries; and to agree with donor countries to use a specific portion of extrabudgetary resources to finance SSC and triangular cooperation initiatives.

Recommendation 11

The High-level Committee on South-South Cooperation (HLC)) should request the Executive Heads of United Nations system organizations, funds and programmes, including the Regional Commissions to, starting from 2012:

(a) Put in place systems to monitor their South-South (SSC) and triangular (TC) cooperation activities;

(b) Include in their regular reports to their governing bodies a subsection on their contribution in support of such cooperation;

(c) Provide inputs to regular reports to the Economic and Social Council, the HLC and the General Assembly, including the Secretary-General's biennial reports to the General Assembly;

(d) Produce thematic reports at the request of the HLC; and

(e) Conduct periodic evaluations of their South-South (SSC) and triangular cooperation (TC) activities, based on an agreed set of indicators.

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ABBREVIATIONS

AU	African Union
BAPA	Buenos Aires Plan of Action
BRICS	Brazil, Russian Federation, India, China and South Africa Alliance
CARICOM	Caribbean Community
CEB	United Nations System Chief Executives Board for Coordination
CPCJ	Crime Prevention and Criminal Justice
DAC	Development Assistance Committee
DCF	Development Cooperation Forum
DESA	Department of Economic and Social Affairs
EAC	East African Community
ECA	Economic Commission for Africa
ECDC	Economical Cooperation among Developing Countries
ECE	Economic Commission for Europe
ECESA	Executive Committee on Economic and Social Affairs
ECOWAS	Economic Community of West African States
ESCAP	Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
FAO	Food and Agriculture Organization of the United Nations
FDI	Foreign Direct Investment
G-77	Group of 77
GSSD	Global South-South Development
GSTP	Global System of Trade Preferences
HLCP	High-level Committee on Programmes
HLC	High-level Committee on South-South Cooperation
IAEA	International Atomic Energy Agency
IBSA	India, Brazil, South Africa Alliance
ICAO	International Civil Aviation Organization
ICT	Information and Communication Technology
ILO	International Labour Organization
IMO	International Maritime Organization
ITC	International Trade Centre
JIU	Joint Inspection Unit
LAC	Latin American and the Caribbean
LDC	Least Developed Country
NAM	Non-Aligned Movement
NEPAD	New Partnership for Africa's Development
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OSAA	Office of the Special Advisor on Africa
PAHO	Pan American Health Organization
PGTF	Perez Guerrero Trust Fund
QCPR	Quadrennial Comprehensive Policy Review
RCM	Regional Coordination Mechanism
RDT	Regional Director Team
SADC	Southern African Development Community
SSC	South-South Cooperation
SS-GATE	South-South Global Assets and Technology Exchange
SU/SSC	Special Unit for South-South Cooperation
TC	Triangular Cooperation
TCDC	Technical Cooperation among Developing Countries

TCPR	Triennial Comprehensive Policy Review
TICAD	Tokyo International Conference on African Development
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNDS	United Nations Development System
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFSSC	United Nations Fund for South-South Cooperation
UNFPA	United Nations Population Fund
UN-HABITAT	United Nations Human Settlements Programme
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UNWTO	World Tourism Organization
UPU	Universal Postal Union
WB	World Bank
WBI	World Bank Institute
WFP	World Food Programme
WHO	World Health Organization
WIDE	Web of Information for Development
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization
XB	Extra-budgetary

I. INTRODUCTION

A. Objectives, methodology and scope

1. In its decision 16/1 of 4 February 2010[1], the High-level Committee on South-South Cooperation (HLC) requested the Joint Inspection Unit (JIU) to review the existing United Nations institutional arrangements in support of South-South cooperation (SSC) and triangular cooperation (TC), and to make recommendations in order to facilitate the preparation by the Secretary-General of a specific framework of operational guidelines for relevant United Nations organizations and agencies, in accordance with their respective mandates, for the implementation of the Nairobi outcome document of the High-level United Nations Conference on South-South Cooperation, held in Nairobi from 1 to 3 December 2009, and endorsed by General Assembly resolution 64/222. The JIU thus included this item as a mandated project in its 2010 programme of work.

2. The objective of the review focused on assessing the existing institutional arrangements in support of SSC and TC within the United Nations system, drawing on and sharing lessons learnt, as well as identifying best coordination and collaboration practices for the preparation of the said framework.

3. More specifically, for each organization, the review examined:

(a) The institutional framework, mandate, policy objectives, structures and reporting on SSC and TC;

(b) Responsiveness to Member States requirements for support to SSC, as well as relevant resolutions and decisions of the General Assembly;

(c) Financial arrangements or prospects for resource mobilization.

4. In accordance with the internal standards and guidelines of the JIU and its internal working procedures, the methodology followed in preparing this report comprised the preparation of terms of reference in close consultation with the HLC Bureau and the Special Unit for South-South Cooperation (SU/SSC) of the United Nations Development Programme (UNDP), a preliminary desk review, questionnaires, interviews, field visits and in-depth analysis.

5. The review covered organizations, funds and programmes and specialized agencies of the United Nations system, as well as the United Nations Regional Commissions. Intergovernmental and non-governmental organizations and Member States of the HLC were also consulted to solicit their views on current institutional arrangements and areas in which the United Nations system could provide support, as well as their expectations of the findings of this report.

6. Responses to the JIU questionnaire were received from 18 of the 25 JIU participating organizations, three from the five Regional Commissions, four from other United Nations organizations, 10 from 85 Member States, and six from 24 non-United Nations organizations. The Inspectors also conducted interviews with more than 80 officials of the United Nations system and other international organizations, as well as with representatives of the HLC and Member States which either benefit from and/or provide SSC (Annex II). Unfortunately, owing to the small number of responses received to the questionnaires addressed to Member States and non-United Nations organizations and groupings, the Inspectors were unable to arrive at robust and comprehensive conclusions on their perspective. However, the views provided have been included in the report, where appropriate.

7. For the purpose of the review, the terms "technical cooperation among developing countries (TCDC)", "economic cooperation among developing countries (ECDC)", and "south-south cooperation (SSC)" will be used as applicable.

8. This report builds on the findings and recommendations of the JIU report, United Nations development system support to the implementation of the Buenos Aires plan of action on technical cooperation among developing countries (A/40/656), many of which are still valid more than 25 years later. The report on implementing the Buenos Aires plan of action was praised by the then Administrative Committee on Coordination (ACC) (now the United

[1] A/65/39 (supp).

Nations System Chief Executives Board for Coordination (CEB)) as a "timely and thought-provoking contribution to the extensive discussions and recommendations that have taken place throughout the United Nations on how best to implement TCDC, as laid down by the Buenos Aires plan of action for promoting and implementing TCDC".[2]

9. Comments from participating organizations, HLC members and other organizations on the draft report have been taken into account in finalizing the report, as appropriate. In accordance with article 11.2 of the JIU statute, the present report has been finalized after consultation among the Inspectors so as to test its conclusions and recommendations against the collective wisdom of the Unit.

10. In the light of this review, the JIU has formulated a set of recommendations, as a basis for the Secretary-General's guidelines framework for the implementation of the Nairobi outcome document, and for consideration by the HLC at its inter-sessional meeting in 2011, as well as by the General Assembly and other legislative/governing bodies of United Nations system organizations. To facilitate the handling of the report, and the implementation of its recommendations, as well as the monitoring thereof, the table in annex V indicates whether the report is submitted to the organizations concerned for action or for information. The table identifies the recommendations relevant for each organization, and specifies whether they require a decision by the organization's legislative or governing body or whether they can be acted on by the Executive Head of the organization.

11. The Inspectors wish to express their appreciation to all who assisted them in the preparation of this report, particularly those who participated in the interviews and questionnaires, and so willingly shared their knowledge and expertise.

B. Background

South-South and Triangular Cooperation

12. This review is based on the underlying premise reiterated time and again in resolutions and decisions of the United Nations, and more recently in the Nairobi outcome document,[3] that the responsibility for technical and economic cooperation among developing countries lies primarily with them, and that the United Nations system should play a supportive and catalytic role in enhancing such cooperation.

13. The idea of cooperation among developing countries originates from the Afro-Asian Conference held in Bandung, Indonesia, in 1955, which gave rise to the Non-Aligned Movement (NAM) in 1961, the creation of the United Nations Conference on Trade and Development (UNCTAD) and the Group of 77 (G-77) in 1964.

14. Between 1972 and 1977, the General Assembly, driven by the action of NAM and the G-77, adopted a series of resolutions calling on the United Nations system to assist developing countries in their efforts to increase technical cooperation among themselves. The General Assembly decided to establish a working group to formulate recommendations on TCDC; set up a Special Unit within UNDP to promote TCDC; convene a special session at a high political level devoted to development and technical cooperation; and inscribe TCDC as a permanent item in the agenda of the General Assembly.

15. After five years of preparatory work, the first United Nations Conference on TCDC took place in Argentina from 30 August to 12 September 1978, adopting the Buenos Aires plan of action for promoting and implementing technical cooperation among developing countries (BAPA). BAPA was the first major blueprint for TCDC, providing new orientations in approaches to development cooperation, with emphasis on national and collective self-reliance among developing countries, as the foundations for a new international order.

16. Of the 38 recommendations of BAPA, 31 were addressed to the developing countries; and six concerned the organizations of the United Nations development system, more concretely UNDP, requesting that they define policies, procedures and structures to support, promote, finance and coordinate TCDC activities.

17. Recommendation 26 called on the UNDP Administrator to evaluate and improve the functioning of existing information systems on the capacities and needs of developing countries. Recommendations 32 and 33 were

[2] A/40/656/Add.1, para. 1.
[3] Paras. 10, 18, 20, 21.

directed specifically at organizations of the United Nations system, inviting their governing bodies to contribute to BAPA and requesting their secretariats to integrate TCDC in their programmes of work. Recommendation 34 was addressed to UNDP, requesting it to reorient its activities, programmes and projects to support TCDC, and to work in close collaboration and coordination with the regional commissions and other organs and agencies of the United Nations. Recommendation 37, recognizing UNDP as the principal funding source for the United Nations development system, underlined its particular responsibility for the promotion of and support to TCDC in cooperation with other organizations of the United Nations system, while setting out the intergovernmental arrangements for follow-up. Recommendation 38 concerned the financing of TCDC through UNDP country, regional and global indicative planning figures, increasing resources from organizations of the system devoted to TCDC as well as resources from developed and developing countries.

18. Steps were subsequently taken towards implementing these recommendations. General Assembly resolution 33/134 of December 1978 endorsed BAPA and called for the strengthening of the Special Unit for TCDC to assist the UNDP Administrator in carrying out the functions described in recommendation 34 of BAPA. It also entrusted the overall intergovernmental review of TCDC within the United Nations system to a high-level meeting of representatives of all States participating in the UNDP, to which United Nations organizations, organs and Regional Commissions were invited to participate actively, in line with recommendation 37 of BAPA. The name of the meeting was changed by the General Assembly in its resolution 35/202 of 1980 to High-level Committee on the Review of Technical Cooperation among Developing Countries (HLC). In 2004, the General Assembly, in resolution 58/220, replaced the term TCDC by South-South Cooperation (SSC).

19. In 1993, the first Guidelines for TCDC were introduced on an experimental basis; the enriched Revised Guidelines was approved 10 years later in 2003 (TCDC/13/3). In 1995, the General Assembly, in its resolution 50/119, adopted the New Directions for TCDC (TCDC/9/3).

20. Since the adoption of BAPA, TCDC or SSC, as it is now termed, has been on the agenda of successive sessions of the General Assembly, the HLC, the Economic and Social Council, and UNDP Executive Board, and, to a lesser extent, the legislative bodies of other United Nations organizations. Its importance has been increasingly reaffirmed by recent major United Nations conferences; and in 2010, by both the High-level Plenary Meeting of the sixty-fifth session of the General Assembly on the Millennium Development Goals, and the G-77 and China Ministerial meeting.[4]

21. In 2008, on the occasion of the 30th anniversary of the adoption of BAPA, the General Assembly decided, in resolution 62/209, to convene a High-level United Nations Conference on SSC, which was held in Nairobi, from 1 to 3 December 2009. The Nairobi outcome document, while recognizing that SSC and its agenda have to be set by developing countries, reaffirmed the key role of the United Nations system and its Regional Commissions in supporting and promoting such cooperation. It further called on the latter to play a catalytic role in SSC and TC, and in strengthening technical, policy and research support to the countries in their respective regions.[5] The Nairobi Conference has given a major political boost to SSC as the framework on which developing countries have agreed to work together to find solutions to their common development challenges, and as a mechanism of economic growth and sustainable development, sending a timely reminder to the United Nations system organizations to make additional efforts to ensure that they meet Member States' expectations with respect to support for SSC.

The economic context

22. Since the adoption of BAPA in 1978, an increasing number of developing countries have managed to diversify their economies from dependence on the production and export of raw materials to become major exporters of manufactured goods and services. Great strides have been made in industrial development and technological know-how. South-South trade as a percentage of total world trade has risen from some 12 to 22 per cent between 2005 and 2009. Domestic demand of developing countries represented 46 per cent of global growth in 2010, while gross domestic product (GDP) in low- and middle-income countries increased 7 per cent (5.2 per cent, excluding India

[4] A/65/L.1, paras. 23(p), 62, 71(g), 73(q); Ministerial Declaration, para 74-79, available at http://www.g77.org/doc/Declaration2010.htm.

[5] Nairobi outcome document in General Assembly res. 64/222, annex, paras. 10, 11 and 21.

and China), far outstripping growth in the high-income countries (2.8 per cent in 2010). Foreign direct investment (FDI) among developing countries rose to 16 per cent of the world total in 2010, representing an estimated US$210 billion, and surpassing the previous record of US$187 billion in 2008.[6]

23. Such economic success has given new energy to SSC. Some developing countries have become major regional and interregional economic drivers. Twenty-five pivotal countries were identified by virtue of their capacities and experience as playing a leading role in SSC, namely, Argentina, Brazil, Chile, China, Colombia, Costa Rica, Cuba, Egypt, Ghana, India, Indonesia, Malta, Malaysia, Mauritius, Mexico, Nigeria, Pakistan, Peru, Singapore, Senegal, South Africa, Thailand, Trinidad and Tobago, Tunisia and Turkey.[7]

24. Among them, the wealth, growing power and influence of Brazil, China, India and South Africa are helping the developing world to return to pre-crisis growth rates.[8]

25. China has established itself as the workshop of the world because of its labour-intensive manufacturing capacity. Brazil has become a major supplier of global food and agricultural markets, the world's largest exporter of sugar, ethanol, beef, poultry meat, coffee and orange juice with a reserve of 20 million hectares of potentially productive land thus having the possibility of becoming the "breadbasket of the world economy". South Africa's mineral exports have more than tripled in value between 2002-2008; and India, with its highly diversified manufacturing and agricultural base, has become a major player in South-South trade.[9]

26. In 2010, China became the first largest trading partner of the African continent, as well as Latin America, the Caribbean, and South Asia. India is among the top five sources of goods for over one third of Africa, and Brazil-Africa trade has multiplied by eight in eight years.[10]

27. China is the largest outward investor, with an investment stock in excess of US$1 trillion. Both China and India invest mainly in developing countries, to the tune of 80 and 65 per cent, respectively, of their total outward investment, compared to Brazil and South Africa, which target less than 10 per cent of FDI to developing countries.[11]

28. In triangular cooperation, Japan is positioned as a main actor, followed in the last decade by the European Union, the Nordic countries, the United States, and more recently by the Republic of Korea.

II. CONCEPTS AND DEFINITIONS

29. During the course of this review, the Inspectors noted the lack of a unified understanding of the definitions of TCDC, ECDC, SSC and TC. Notwithstanding, there have been numerous attempts at defining these concepts throughout the years.

30. General Assembly resolution 33/134 endorsed BAPA which proposed the following definitions of technical cooperation among developing countries in 1978:

> It is a means of building communication and of promoting wider and more effective co-operation among developing countries ... so that they can create, acquire, adapt, transfer and pool knowledge and experience for their mutual benefit and for achieving national and collective self-reliance ...
>
> ... a multidimensional process. It can be bilateral or multilateral in scope, and sub-regional, regional or interregional in character. It should be organized by and between Governments which can promote, for this purpose, the participation of public organizations and, within the framework of the policies laid down by Governments, that of private organizations and individuals. It may rely on innovative approaches, methods

[6] Based on World Bank, "Global Economic Prospects 2011: Navigating Strong Currents," January 2011; and UNCTAD data.
[7] A/64/504, para. 23.
[8] OECD, *Perspectives on Global Development 2010: Shifting wealth*, chap. 3, pp. 70-90.
[9] Ibid.
[10] Ibid.
[11] Ibid.

> and techniques particularly adapted to local needs and, at the same time, use existing modalities of technical co-operation to the extent that these are useful. While the main flows of technical co-operation visualized would be between two or more developing countries, the support of developed countries and of regional and interregional institutions may be necessary.[12]

31. The group of technical cooperation experts convened in 1990 by the UNDP Administrator, and the 2003 Revised Guidelines for the Review of Policies and Procedures Concerning TCDC[13] provided updates to the above definition.[14]

32. In the mid-1990s, the concept of TCDC evolved into a wider concept encompassing all forms of cooperation among developing countries, not restricted to technical cooperation. The General Assembly for the first time referred to SSC in its resolution 46/159 of 1991, and in 1993, the Secretary-General was requested by the General Assembly[15] to provide reports on the state of South-South cooperation. In 1995, the report on New Directions for TCDC (TCDC/9/3) (hereafter the "New Directions report") called for the concepts of TCDC and ECDC to become more closely linked at the operational level, as the types of cooperation had been institutionally separate in the United Nations system, with TCDC being the responsibility of UNDP, and ECDC under UNCTAD. In 2004, General Assembly resolution 58/220 changed the name of the HLC/TCDC to High-level Committee on South-South Cooperation (HLC).

33. The most comprehensive and far-reaching description of SSC is provided in the Nairobi outcome document, which advances that SSC involves initiatives "in the social (particularly health and education), economic, environmental, technical and political fields":

> ... an important element of international cooperation for development, offers viable opportunities for developing countries in their individual and collective pursuit of sustained economic growth and sustainable development.
>
> ... a manifestation of solidarity among peoples and countries of the South that contributes to their national well-being, national and collective self-reliance and the attainment of internationally agreed development goals including the Millennium Development Goals (MDGs).
>
> ... based on their common objectives and solidarity, and guided by, inter alia, the principles of respect for national sovereignty and ownership, free from any conditionalities. South-south cooperation should not be seen as official development assistance, [but as] a partnership among equals based on solidarity.
>
> ... takes different and evolving forms, including, inter alia, the sharing of knowledge and experiences, training, technology transfer, financial and monetary cooperation and in-kind contributions, and
>
> ... embraces a multi-stakeholder approach, including non-governmental organizations, the private sector, civil society, academia and other actors.[16]

34. A study prepared by United Nations Department of Economic and Social Affairs (DESA) in support to the 2010 Development Cooperation Forum (DCF) proposed to define SSC as a "genuine transfer of resources from the country offering cooperation programmes into the economies of partner countries." SSC includes "grants and concessionary loans (including export credits) provided by one Southern country to another to finance projects, programmes, technical co-operation, debt relief and humanitarian assistance and its contributions to multilateral institutions and regional development banks."[17]

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[12] Buenos Aires Plan of Action for Promoting and Implementing Technical Cooperation among Developing Countries, paras. 5 and 7, available at http://ssc.undp.org/Buenos-Aires-Plan-of-Action.22.0.html.

[13] Decision 7/5, 6 June, 1991.

[14] See DP/1990/77, para. 8; and TCDC/13/3, para. 8.

[15] General Assembly res. 38/164, para. 3.

[16] Nairobi outcome document, paras. 9, 11, 12, 18, 19 and 20(h).

[17] Office of ECOSOSC Support and Coordination, UNDESA, *South-South and Triangular Cooperation: Improving Information and Data*, (4 November 2009), p. iv.

35. The definition of triangular cooperation, originally understood as support provided by a developed country (traditional donor) for cooperation among developing countries[18], has also evolved with time.

36. In the above-mentioned DESA-commissioned study, TC is described as "Northern donors, multilateral institutions or Southern partners providing cooperation to a Southern partner country to execute projects/programmes with the aim of assisting a third Southern partner country."[19]

37. The Nairobi outcome document referred to TC as:

> ... support provided by developed countries, international organizations and civil society to developing countries, upon their request, in improving their expertise and national capacities through triangular cooperation mechanisms, including direct support or cost-sharing arrangements, joint research and development projects, third-country training programmes and support for South-South centres, as well as by providing the necessary knowledge, experience and resources, so as to assist other developing countries, in accordance with their national development priorities and strategies." [20]

38. The Organisation for Economic Cooperation and Development (OECD) defined TC as partnerships between Development Assistance Committee (DAC) traditional donors and pivotal countries (providers of SSC) to implement development co-operation programmes/projects in beneficiary countries (recipients of development aid).[21]

39. Despite the numerous attempts to elucidate the definitions of SSC and TC, based on interviews and information provided, the Inspectors have come to the conclusion that **there is still no universally accepted definition nor clear understanding of these concepts at the operational level.** Interpretations vary as to the nature and scope of SSC and TC. While developing countries do not see SSC in terms of traditional donor-recipient relations, but rather as horizontal cooperation, the contribution of a third developing country to a South-South scheme is interpreted by some as a triangular or as a trilateral arrangement. Similarly, some consider the United Nations system contribution to South-South activities as TC, while others consider it as participation of a traditional donor in the process. The number of countries involved may also vary in the different interpretations when labelling the concepts: for some at least two countries are involved, for others, at least three. The terms TCDC and SSC are amalgamated as if they were considered one and the same concept.

40. The report of the group of experts convened by UNDP in 1990 indicated that "some agencies within the United Nations system profess widely different understandings and interpretations of the concept of TCDC,"[22] and the 2007 Evaluation of UNDP contribution to SSC (hereafter the "UNDP Evaluation") indicated a general lack of clarity on the part of UNDP: "there is limited shared understanding of the concept of South-South cooperation across the organization and inadequate recognition of the value-added [...] at the operational level." "Though many UNDP initiatives currently underway have South-South elements, they are not corporately recognized [or labeled] as such".[23] This is therefore a long-standing unresolved issue.

41. One factor that may contribute to the blurring of the concepts of SSC and TC is the attempts to position middle-income countries that are playing a more important role in SSC as "donors". Indeed, one pivotal Member State observed that there was a lack of understanding of the nuances, principles and practices observed in SSC by the United Nations system. It further added that the United Nations was viewing SSC from the perspective of a North-South/donor-recipient relationship. It was not in agreement with the way the concept of TC was being defined by the United Nations system.

[18] TCDC/13/3, para 41; A/58/39; A/RES/58/220, para 1; SSC/14/2, 19 April 2005, para 35 (e).
[19] See footnote 20.
[20] Nairobi outcome document, para. 15.
[21] OECD, "Triangular Co-operation and Aid Effectiveness," paper prepared by Talita Yamashiro Fordelone for the Policy Dialogue on Development Co-operation (Mexico City, 28-29 September 2009), p. 4.
[22] DP/1990/77, para. 12.
[23] UNDP Evaluation Office, *Evaluation of UNDP Contribution to South-South Cooperation* (New York, December 2007), p. x.

42. **The Inspectors conclude that the lack of a unified understanding of the definitions of these concepts impacts the promotion and support of the organizations of the United Nations system, and leads to an inaccurate process, in terms of programming, allocating resources, accounting and reporting of activities.**

43. While the Nairobi outcome document conceptually summarizes the principles, objectives and modalities of SSC and TC, more clarity is needed at the operational level to adequately implement the concepts of SSC and TC. The target proposed by SU/SSC in its 2008 Reflections report[24] to work with Member States to agree on an operational definition of SSC should help to enhance understanding, and assist in the practical application of these concepts so as to further generate momentum for SSC and TC.

44. **The Inspectors consider that the SU/SSC should involve all United Nations system organizations in the process of elaborating operational definitions. The General Assembly, through the HLC, should approve such agreed definitions**. United Nations Development Group (UNDG) and United Nations Development Operations Coordination Office (UNDOCO) should ensure that the United Nations resident coordinator system, United Nations country teams (UNCTs) and UNDP regional offices are brought up-to-date on the adopted definitions, and apply them in UNDAF and country programming exercises. This could also form a contribution to the operational guidelines on SSC called for in the Nairobi outcome document. Workshops and training courses should be organized to this effect at both headquarters and field level.

The adoption of the following recommendation would contribute to enhancing effectiveness.

Recommendation 1

The High-level Committee on South-South Cooperation (HLC) should request the United Nations Development Programme (UNDP) Administrator, as the Chair of the United Nations Development Group (UNDG), to mandate the Special Unit for South-South Cooperation (SU/SSC), in coordination with United Nations system entities, including the Regional Commissions, to propose operational definitions of South-South and triangular cooperation, submit them to the General Assembly for approval, through the seventeenth session of HLC in 2012, and ensure their dissemination and application, including through workshops and training sessions at headquarters and field level system-wide.

III. SOUTH-SOUTH AND TRIANGULAR COOPERATION IN THE UNITED NATIONS SYSTEM

45. The BAPA called on the United Nations system to play a prominent role, as promoters and catalysts, in TCDC. It also called on their governing bodies to mobilize their organizations to contribute to the implementation of TCDC, and reorient their internal policies and procedures to respond adequately to the principles and objectives of TCDC. The BAPA also called for internal adjustments in their secretariats in order to integrate TCDC in their programmes of work. Bearing in mind the importance that TCDC as an integral part of UNDP activities, the BAPA entrusted the UNDP Administrator with the responsibility "to give the necessary orientation to the activities, programmes and projects of UNDP, in order to support the objectives of TCDC", including working in collaboration with the regional economic commissions, and the regional offices of other United Nations development organizations, through their respective headquarters. SU/SSC has the role of assisting the Administrator to carry out these functions.[25]

46. Successive resolutions and decisions of the General Assembly, the Economic and Social Council and HLC, including the latest triennial comprehensive policy review (TCPR) of operational activities for development of the

[24] UNDP, SU/SSC, *2008 Reflections* (New York, June 2009), para. 69.
[25] BAPA, para. 45, and recommendations 33 and 34.

United Nations system,[26] have made similar calls on the United Nations development system to mainstream SSC and TC into their programmes of activities.

47. Furthermore, in his report promoting SSC after 30 years of implementation, issued prior to the Nairobi High-level Conference on SSC, the Secretary-General noted that during the first decade of implementing the BAPA, every biennial report of the HLC had expressed dissatisfaction with the performance of United Nations organizations. However, his comment on the second and third decades of implementation were more encouraging as he noted that United Nations organizations had "hit their stride" as "firm advocates and proponents of SSC", and that "every programme now ha[d] a SSC component; for some it [was] a primary element of policy and programming."[27] Nonetheless, the Nairobi outcome document acknowledged the need to reinvigorate the United Nations development system in supporting and promoting South-South cooperation, through twelve areas of action, including mainstreaming of SSC within United Nations organizations, strengthening the mandate and capacity of the SU/SSC, enhancing the role of the regional economic commissions, applying, improving existing guidelines, and financing,[28] which will be further discussed in this report.

48. This review ascertained the extent to which organizations of the United Nations system have responded to the repeated calls to mainstream SSC in their work programmes and operational activities. The criteria selected included whether they had a legislative mandate from their governing body, and/or directives issued by their executive management; whether there were strategic frameworks and programmes dedicated to SSC; what organizational structures were in place for SSC; amount of human and financial resources dedicated to SSC; mechanisms for monitoring, reporting on and evaluating SSC.

A. Mandate, frameworks, policies, guidelines and programmes

49. In terms of mandate, after examining the legislative mandates of TCDC at United Nations organizations, the 1985 JIU Report on the United Nations development system support to the implementation of the Buenos Aires plan of action on technical co-operation among developing countries concluded that since virtually all the governing bodies of the United Nations system had endorsed the BAPA, there was no need for a new system-wide mandate. The Inspectors therefore recommended that the BAPA be considered a binding legislative framework for TCDC activities by the organizations of the United Nations development system.[29] HLC took note of the JIU report and concurred with its findings.[30]

50. While at the time it was understood that there was no need for a new system-wide framework in addition to BAPA, and despite the update provided in 1995 by the New Directions report, it is obvious that notwithstanding the validity of the principles and recommendations, such mandates, policies and procedures need to be refreshed in the light of more recent developments in international economic and financial relations.

51. In this regard, the Secretary-General's Policy Committee in 2008 requested the SU/SSC to prepare a concept paper updating the principles and strategies contained in the BAPA and the New Directions report, and to develop a framework on food security, climate change and HIV/AIDS to be presented to the first session of CEB in 2009.[31] However, to date, the said paper and framework have not yet been completed.

52. The current JIU review confirmed that all respondent organizations, except UNWTO, WFP and WIPO have legislative mandates on SSC (or TCDC and ECDC). For example, UNDP 2004-2007 Multi-Year Funding Framework and the 2008-2011 Strategic Plan recognized SSC as one of the six drivers of development effectiveness and global partnerships for development; ILO Decent work in the Americas: An agenda for the Hemisphere 2006-2015, adopted at the Sixteenth American Regional Meeting in Brasilia in May 2006, includes horizontal and South-

[26] General Assembly resolutions 44/222; 46/159; 48/172; 52/205, para. 8; 58/220, paras. 3 and 9; 59/250, para. 8; and 62/208, paras. 2 and 55.
[27] A/64/504, para. 53.
[28] Nairobi outcome document, para. 21(a) to (l).
[29] JIU/REP/85/3, para. 102, recommendation 1(a).
[30] A/40/656, page 36.
[31] Secretary-General's Policy Committee decision 2008/26.

South cooperation, while ILO governing body decision of November 2009 on the organizations' technical cooperation strategy for 2010-2015 refers to SSC; UNFPA has adopted a specific strategic framework for SSC, and UNDP is working on it; UNEP has prepared a policy guidance on SSC that is pending approval; all with support from the SU/SSC. There are also relevant executive directives at UNESCO, UNFPA, UNICEF, and UNIDO (see Annex I).

53. While broadly indicative of the responsiveness on the part of the United Nations system organizations to calls for mainstreaming SSC in their work, the above global picture would be incomplete without delving further into the programmes of activities that system organizations are actually undertaking in support of SSC. Indeed, the JIU found that most organizations had programmes and/or projects identifiable as support to SSC either at headquarters, regional and/or country level, including FAO, ILO, ITC, UNCTAD, UNDP, UNESCO, UNFPA, UN-HABITAT, UNICEF, UNIDO, UNODC, WFP, and WHO, in particular the Regional Office for the Americas/PAHO. In other organizations, such as IAEA, ICAO, IMO, UNEP, WIPO and WMO, SSC is subsumed under the regular technical cooperation programmes (see Annex I).

54. Some organizations have implemented important SSC initiatives. For instance, FAO has implemented SSC projects in over 30 countries within the framework of the national and regional programme for food security; ICAO is implementing SSC initiatives, inter alia, in the fields of flight safety, aviation security, prevention of the spread of communicable diseases and civil aviation training at the sub-regional level; ILO is very active in promoting SSC on child labour through the ILO/Brazil partnership agreement; WFP has supported SSC projects to fight hunger and under-nutrition in Latin America; UNESCO carries out SSC activities in education, sciences, communication/information and culture; and UN-HABITAT conducts SSC activities relating to water and sanitation. Since 2002, UNFPA has been promoting the use of regional and national entities of developing countries in providing technical assistance: in 2008, UNFPA supported some 189 South-South initiatives, including partnerships in fistula repair; census management; population surveys; delivery of reproductive health services; HIV infection among women; gender-based violence; use of database software; training on and raising awareness of population and development issues; gender mainstreaming. Since 2008, UNDP has stepped up efforts to use South-South approaches in all focus areas through its global, regional and country programmes, and has supported SSC and TC through strategic partnerships and forums with China (International Poverty Reduction Center), South Africa, India, Japan (TICAD), and the Republic of Korea, through consultancies to country offices and knowledge-sharing systems. More than 200 SSC activities in over 130 countries were reported in 2009, including study tours, workshops, training sessions and projects, mainly in the area of governance, but also in energy and the environment, development planning, gender, disaster prevention, crisis management and public administration.

55. UNODC undertakes triangular initiatives at field level under the framework of the Paris Pact/Rainbow Strategy, and in regional and subregional projects in South Asia, Latin America and the Caribbean; UNCTAD, inter alia, carries out research and analysis on SSC and manages the Global System of Trade Preferences (GSTP) among developing countries; UNIDO has a portfolio of ongoing and completed projects in areas including trade capacity-building, renewable energy and technology transfer, through its established industrial south centres in China and India; UNEP, in implementing the Bali Strategic Plan for technology support and capacity development and the Convention on Biodiversity, adopted in May 2008, decision XII/25 on South-South cooperation on biodiversity for development that led to the organization of expert meetings in 2010 and 2011, and the adoption of a Multi-year plan of action, the implementation of which will be reviewed by the 11th meeting of the Conference of Parties in 2012; ITC promotes trade among developing countries and capacity-building for trade in the natural pharmaceutical sector and in agricultural commodities; PAHO supports the development of health services through the sharing of knowledge and exchange of experience among countries of the region. DESA's experience with the tax committee on SSC has helped to identify and improve the opportunities for needs-driven SSC on tax matters, including especially between countries from different regions with experiences that match up, thus improving the ability of representatives from developing country to work collectively.

56. Apart from these activities which can be specifically identified as support to South- South cooperation, the Inspectors found it difficult to differentiate which component(s) of technical assistance programmes constituted support to SSC. This amalgamation is not helpful for developing strategic frameworks and a robust policy of support to SSC, and furthermore, complicates reporting and evaluation.

57. Many of the activities reported by the United Nations system organizations are essentially traditional technical cooperation programmes at the regional and subregional levels, in the form of training courses, workshops, seminars and participation in or contribution to meetings. A few are innovative, such as the creation of centres of excellence, on-line networks and databases. It should be recalled that the 1985 JIU report on United Nations development system support to the implementation of BAPA already considered the former type of activities as traditional technical cooperation practices, and called for innovative approaches and reorientation of existing policies and procedures. **It is noteworthy that after 25 years, this problem continues to plague the system**.

58. At headquarters level, memoranda of understanding have been signed by certain organizations, such as UNDP, ILO and WFP, to frame their participation in SSC and TC with provider Governments and other organizations, whereas projects are most frequently utilized at field level. In this regard, a good practice identified at WHO/PAHO is for all project proposals submitted for approval to indicate whether they include an SSC component, and whether the beneficiary is a priority country.

59. The UNDP 2007 Evaluation of its contribution to SSC found that "UNDP and the Special Unit have been unable to fully deliver on their mandate to promote and support SSC", and that UNDP has not developed a robust and proactive approach to leverage the SU and other programmes to support SSC.[32] It noted that individual initiatives, and not institutional directions, drove UNDP efforts and found that the UNDP approach was ad hoc rather than systemic.[33] The evaluators recommended that UNDP urgently develop a strategy on SSC that builds on experience, addresses emerging issues, integrates all programmes, and is underpinned by resources, incentives and accountability.[34]

60. The Inspectors found that not much progress has been achieved since then. At the time of drafting this report, the UNDP strategy was still in preparation. At the field level, organizations continue to be more reactive than proactive. **There is no systematic approach, and isolated initiatives prevail at the request of providers targeting designated beneficiaries**.

61. **In only a few cases is SSC cited as a part of the UNDAF country document, and in many instances, at the request of the interested country**. An analysis of currently available UNDAFs at 109 country offices showed that only 17 countries explicitly referred to SSC in the document. Of these, only five (Chile, China, Mexico, Mongolia and South Africa) had a specific related outcome. Among the 25 pivotal countries in SSC,[35] only 10 had included SSC in their UNDAFs (Argentina, Brazil, Chile, China, Egypt, Indonesia, Mexico, South Africa, Thailand and Tunisia) (see Annex III). Commitments by UNDP country offices in Addis Ababa, Lima and Nairobi to integrate SSC in the new UNDAF cycle were noted during the field visits. Although the relevant UNDG Guidance for UNDAF was updated in 2009 to include SSC as an area of work, only six of 24 UNDAFs starting in 2010 make reference to SSC.

62. At the same time, it would be unfair to place the full burden of mainstreaming SSC in country programmes on the United Nations system organizations. It should be recalled that the Nairobi outcome document reiterated that every country had the primary responsibility for its own development, that SSC and its agenda was to be set by countries of the South, in accordance with national development priorities, and that it invited developing countries to continue their efforts toward promoting SSC.[36] In that regard, it was noted that national policies and strategies for and Government support to SSC were the main challenges in promoting SSC, and as such, developing countries would need to make an additional effort to implement the BAPA and subsequent resolutions and decisions of the HLC and the General Assembly, as well as the Nairobi outcome document. Indeed, they should be the major drivers of SSC, with the United Nations system playing a catalytic and supporting role. In this regard, United Nations system organizations, in particular UNDP and the SU/SSC have been providing assistance to developing countries to develop the relevant capacities and policies on request, and should continue to do so more proactively.

[32] UNDP, *Evaluation of UNDP contribution to SSC*, 2007, p. ix.
[33] Ibid., pp. 22 and 23.
[34] Ibid., p. 35.
[35] A/64/504, para. 23.
[36] See paras. 10, 11, 18, 20(a).

63. In terms of guidelines, it should be recalled that the first United Nations TCDC guidelines were prepared in 1993, and revised in the light of the New Directions report for TCDC, and approved by the HLC in 2003. The Revised Guidelines provide strategic guidance and focus for the implementation of SSC by United Nations system organizations, and propose a common framework of indicators for measuring progress and results. However, the 2007 Evaluation of UNDP contribution to SSC found that even at UNDP, the framework and indicators were not utilized and were of limited relevance to the programming needs of country offices, and that there was no guidance material on how to operationalize them.[37]

64. The Nairobi outcome document, while reaffirming the relevance of the Revised Guidelines and calling for their full implementation, recognized the need for their continuous improvement in order to strengthen the capacity of the United Nations system organizations to promote SSC, as well as to further develop a specific framework of operational guidelines.[38] The Inspectors were informed that the SU/SSC and UNDG/UNDOCO have initiated work to develop operational guidelines for SSC. In this respect, it was pointed out that those operational guidelines should also include guidance on the role of the United Nations system to capture and provide relevant data to address the lack of systematic information on SSC projects and initiatives.

65. **In view of the above, the Inspectors conclude that the strategic framework, policies, guidelines and programmatic documents for SSC and TC at most United Nations organizations are weak and need to be improved. The SU/SSC should work more effectively in this regard with all United Nations system organizations, as requested by the BAPA and the Nairobi outcome document**. The HLC should develop such strategic framework, policies and guidelines, which in turn may be adapted to the areas of competence of each organization. UNDG/UNDOCO should ensure that the United Nations resident coordinator system, UNCTs and UNDP regional offices apply them across the system, and include them, as appropriate, in UNDAF and regional/country programming exercises. Workshops and training sessions should be organized to this effect at both headquarters and field levels.

The implementation of the following recommendation would enhance effectiveness.

Recommendation 2

The UNDP Administrator, as Chair of UNDG, should request the SU/SSC, in coordination with United Nations system entities, including the Regional Commissions, and through UNDG/UNDOCO, to develop a common framework and strategy, policies and operational guidelines to support mainstreaming of South-South and triangular cooperation and knowledge-sharing through relevant programmes and projects at headquarters, regional and country levels to be adapted by the organizations to their respective areas of competence, for submission through the High Level Committee on South-South cooperation (HLC) to the Economic and Social Council and the General Assembly for approval, with a view to their dissemination and application, including through workshops and training sessions, not later than the end of 2012. All relevant headquarters programmes, UNDAF and technical cooperation projects should contain a SSC component, at the request of Governments, as appropriate.

B. Organizational structures/mechanisms

66. There are a myriad of institutional arrangements for dealing with SSC-related issues in United Nations organizations. Ideally, a dedicated unit in each organization should provide policy guidance, promote a coordinated approach across the organization, and act as a focal point for interaction with other organizations. The Nairobi

[37] UNDP, *Evaluation of UNDP contribution to SSC*, 2007, p. 22.
[38] Nairobi outcome document, para. 21(j).

outcome document welcomed the initiative of some organizations to establish new units and programmes to support and promote SSC within their respective mandates.[39]

67. This review found that only three organizations have a dedicated unit at headquarters to deal principally with SSC: the Integrated Food Security Support Service (TCSF) at FAO, the Economic Cooperation and Integration among Developing Countries Unit at UNCTAD, and the SU/SSC at UNDP. A unit is scheduled to be set up at UNEP, in accordance with its new policy guidelines on SSC, while ILO has a working group on SSC in the Partnership and Development Cooperation Department, as well as an informal SSC network.

68. The dedicated units have different functions. At UNCTAD, for instance, the Unit is mainly involved in policy research and analysis. However, there are usually other divisions and programmes within these organizations that also actively deal with SSC (except at FAO, where only the TCSF deals with SSC). Better internal coordination is required.

69. At other organizations, the technical cooperation department/division, the policy division or a special programme is in charge of or act as focal point for SSC: the Special Programmes and LDC Group at UNIDO; the Bureau of Strategic Planning at UNESCO; the Division on Policy and Practice at UNICEF; the Development Cooperation Policy Branch at DESA; the Paris Pact Coordination Unit/Integrated Programme and Oversight Branch at UNODC; the Department of Partnerships and United Nations reform at WHO (see Annex 1).

70. SSC is considered a cross-cutting delivery mechanism in most reporting organizations. As such, several programmes and divisions also carry out SSC and TC, including at IAEA, ICAO[40], ILO, IMO, UN-HABITAT and WIPO. According to UNDP, there is a focal point for SSC at each Bureau. However, these programmes, divisions and bureaux do not interact on a regular basis with each other within the same organization. In fact, the SU/SSC indicated that there were 30 United Nations interagency focal points as at 2007. In this regard, it was pointed out that the profile of focal points within organizations should be raised, including through appointing senior professional staff and allocating resources to its effective functioning.

71. Some organizations with field presence at regional and country levels have major components of SSC/TC and dedicated staff: WFP Monitoring and Supporting Unit in Latin America and the Caribbean; UNODC regional office for Brazil and the Southern Cone, which has a unit dedicated to SSC coordination; UNFPA country office in Brazil, which has included SSC as one of its country programme outcomes since 2004 and has assigned funds to facilitate the experience along with funds allocated by the Government of Brazil to its priority issues; UNDP country offices in Brazil and China, for which dedicated staff are funded by the host countries; and at IAEA, the regional agreements (AFRA, ARASIA, ARCAL, RCA), concluded among the parties and endorsed by the Board of Governors, provide coordination for SSC within their own regions. While no explicit coordination across regions is envisaged under the regional agreements, during their quadripartite meeting in September 2010, comprising all regional agreements, the Chairs agreed to exchange information about their activities at regular intervals.

72. In most United Nations organizations, staff and resources fully focused on SSC are not easily identifiable, even in organizations where efforts have been made to mainstream SSC into their programmes of work and operations. For example, in its response to the JIU questionnaire, IAEA stated that it has 63 full-time Professional staff devoted to SSC, with 100 General Service staff and 16 consultants at headquarters. This comprises the full technical cooperation programme of the organization, which covers SSC. ICAO, IMO, UNEP, WIPO and WMO stated that SSC is a component of their technical cooperation activities, but they could not break down the number of dedicated staff or specific funding figures. Other organizations provided rough estimates of staff time (partly) devoted to SSC.

73. Without adequate organizational structures and/or coordination mechanisms, dedicated staff and resources, mainstreaming cannot be effective and remains a vague and immeasurable objective. In this respect, the Inspectors consider that since the implementation of SSC is the main responsibility of Member States, it is up to them to take steps to call on the executive heads at each organization to initiate necessary mechanisms.

[39] See para. 21(e).

[40] ICAO stated that its Technical Cooperation Bureau is responsible for managing and executing sub-regional programmes, while responsibility for the technical aspects rests with its regular programme.

The implementation of the following recommendation would disseminate best practices.

Recommendation 3

The legislative bodies of United Nations system organizations should request the Executive Heads to establish identifiable and dedicated structures, mechanisms and focal points tasked with developing agency-specific corporate policy and support strategy, and ensure coordination on South-South and triangular cooperation within their respective organizations and inter-agencies, through the reallocation of the necessary staff and resources for this purpose, as appropriate.

C. Governance

74. Since the adoption of the BAPA, the high-level meeting of representatives of all States participating in UNDP (now the HLC) has been entrusted by the General Assembly[41] to undertake the overall intergovernmental review of TCDC and SSC within the United Nations system. UNDS organizations, including the regional economic commissions, were invited to participate actively in its work.

75. The mandate of the HLC includes:

- Reviewing the implementation of the BAPA within the United Nations system;
- Ensuring that efforts to strengthen TCDC are sustained;
- Supporting new policies and innovative approaches for further development of TCDC;
- Considering the availability of financial resources and their effective use; and
- Ensuring the coordination of promotional and operational activities in UNDS.

76. The agenda and working methods of the HLC, as revised at its eleventh session in 1999, provides for a general debate on the review of progress in the implementation of the BAPA, the New Directions report, and the decisions of the Committee. It also reviews the report of the UNDP Administrator on the implementation of guidelines for TCDC and the organizational, administrative and financial arrangements of UNDP in support of SSC. A recent addition has been the selection of issues for a thematic discussion.

77. Since 1980, the HLC has met 16 times on a biennial basis, and has adopted 95 decisions from 1979 to 2007, geared towards steering the action of the United Nations system in SSC. Milestones of the HLC include the New Directions report (TCDC/9/3), endorsed by the General Assembly in 1995; the Revised Guidelines (TCDC/13/3), approved in 2003, and the establishment of trust funds to provide additional financing for SSC.

78. Notwithstanding the above, during the interviews, concerns were raised about the agenda, work methods and composition of the HLC, and attendance at its meetings. The issues raised included the dynamics of meetings and the lack of expertise of some participants to deal with technical issues and thematic discussions inscribed on the agenda, the manner in which these issues are handled in general sessions, and the lack of tangible deliverables and follow-up between HLC sessions.

79. A review of the records of a selected number of HLC meetings confirmed that the percentage of participants from technical cooperation agencies, planning, economy- or development-related national authorities, and the number of United Nations organizations (including the regional economic commissions) and other non-United Nations organizations, who can enrich the debate and outcomes with their expertise, has indeed declined over the years. Even the High-level Conference in Nairobi in 2009 did not attract greater participation. This could be an indication of stakeholder perception that the deliberations of the Committee do not lead to concrete targets and results, and therefore the need to re-engineer the HLC.

[41] General Assembly res. 33/134.

Figure 1. Participation at HLC meetings

HLC meeting (year)	Number of Member States present	% of participants from technical cooperation agencies and related national authorities **	Number of UN organizations/ regional commissions	Number of non-UN organizations
1997	90	27	13/3	9
2001	76	26	18/3	10
2005	95	14	12/1	6
2009*	92	n/a	4/0	3
2010	84	n/a	5/0	3

*Note: * High-level Conference. ** Percentage calculated from participation lists, where at least one delegate/country comes from the cooperation, planning, economy or development national authority.*

80. The Inspectors are of the view that the work of the HLC should be revitalized, based on a review of its current composition, meeting attendance, work methods, frequency of meetings and reporting procedures, to be more inclusive of all major actors in the United Nations system, Government, academia, civil society and the private sector; to create standing thematic or sectoral working groups with regular meetings; and to better coordinate its work with other intergovernmental bodies dealing with SSC.

81. Although the General Assembly, in its resolution 58/220 (2004), endorsed the modification of the name of the HLC on TCDC to the HLC on SSC, the mandate and scope of activities were not revised. In practice, since SSC has a much wider scope than TCDC, there is a tendency in the United Nations system to address SSC in a multitude of fora, including major United Nations conferences.

82. In this regard, the Inspectors consider that improved intergovernmental governance for SSC should not be limited to the HLC and enhancement of its effectiveness. The United Nations deals with this issue on a regular basis; the Economic and Social Council and the General Assembly take account of SSC biennially, as part of their agenda of operational activities for development, and on a triennial (now quadrennial) basis, in the context of the TCPR/QCPR. The High Level segment of the Economic and Social Council has also been seized of the issue in the context of the biennial sessions of the DCF in 2008 and 2010. Other legislative bodies of United Nations organizations, including the regional economic commissions, also deal with this issue.

83. The multiplicity of fora addressing SSC is not a problem as such, as it may bring to bear different perspectives, and enrich the debate on SSC. However, if it causes fragmentation and lack of coherence in policies and approaches, it would not contribute to sharpening the focus, of enhancing coordination and consistency, or developing strategic policies in support of SSC by UNDS.

84. The HLC is the most appropriate intergovernmental body to bring coherence, coordination and oversight to the implementation of the BAPA and the Nairobi outcome document. The question raised is whether the mandate and current structure of the HLC, which was originally established to oversee the implementation of the BAPA with regard to TCDC, is commensurate with the requirements of an array of issues under SSC, which go beyond what was originally conceived by the BAPA. Thematic and sectoral reporting and discussions should help the HLC to give sharper focus to its work and its agenda when considering specific issues that are addressed by other United Nations organizations, such as SSC in trade, investment and finance by DESA and UNCTAD; SSC in regional cooperation and integration by the regional economic commissions and UNCTAD; SSC and the Millennium Development Goals by UNDP and the General Assembly; SSC and democratic governance by UNDP; SSC in Africa and least developed countries (LDCs) by the Office of the Special Advisor on Africa (OSAA) and UNCTAD; SSC in agriculture and food by FAO and WFP; SSC and health by WHO and UNAIDS; SSC in education and culture by UNESCO, among others.

85. **The Inspectors conclude that SSC governance should be rethought with a view to enhancing its effectiveness. The work methods of the HLC should be reviewed in order to create thematic groups, with the participation of experts, to move forward work between biennial sessions. Such an approach could be enhanced by the participation of the relevant United Nations system organizations which deal with the respective themes, as well as national actors and focal points, academia, civil society and the private sector, who would bring different perspectives and a high level of expertise to enrich policy decisions and drive actions on SSC and TC.**

86. Furthermore, there is need for a clear delineation of responsibilities at the intergovernmental level, both at United Nations headquarters and at the level of the United Nations funds, programmes and specialized agencies, as well as better coordination in order to ensure an orderly and pragmatic approach to support to SSC. It is obvious that such rethinking will have an impact on the mandate, funding and structure of the SU/SSC.

The implementation of the following recommendation would increase effectiveness.

Recommendation 4

The High-level Committee on South-South Cooperation (HLC) should request the Secretary-General to submit to the General Assembly, no later than the end of 2012, a proposal to review the current South-South cooperation (SSC) governance structure and its secretariat support within the United Nations, so as to ensure more efficient and effective work procedures for the HLC, and better delineation of responsibilities and interaction among all stakeholders. The proposal should address:

(a) The need for greater participation by technical cooperation agencies, related national authorities and focal points in the work of the HLC;

(b) The need for a regular thematic agenda, discussion and action, based on the work of standing thematic groups composed of national authorities, academia, civil society and the private sector, as appropriate;

(c) The consideration of thematic and sectoral reports by relevant United Nations system organizations.

D. Special Unit for South-South Cooperation (SU/SSC)

Mandate

87. In 1978, the BAPA proposed that the Special Unit assist the UNDP Administrator to carry out the following functions:

- Assist Governments, at their request, in collaboration with other groups, bodies and organizations of the United Nations development system to undertake TCDC programmes and activities;
- Develop, in collaboration with participating and executing agencies and the regional economic commissions, new ideas, concepts and approaches for promoting TCDC, arrange studies and analyses, and submit them for approval by legislative bodies;
- Coordinate the TCDC activities of UNDP with the participating organizations and the regional economic commissions;
- Expand the efficient use of INRES (now WIDE – Web of Information for Development) with linkages to national and regional information systems and/or focal points;
- Promote communications with inter- and non-governmental organizations to generate financial and other support for TCDC;

- Service intergovernmental arrangements for follow-up (the HLC);
- Prepare modifications to UNDP policies, rules and procedures, in accordance with General Assembly and UNDP Executive Board resolutions and decisions, with a view to improving TCDC capacity and assisting, at their request, other United Nations development system entities in this regard; and
- Prepare progress reports on the implementation of the BAPA, including recommendations to expedite its progress, in consultation with other system organizations, for consideration by the HLC.[42]

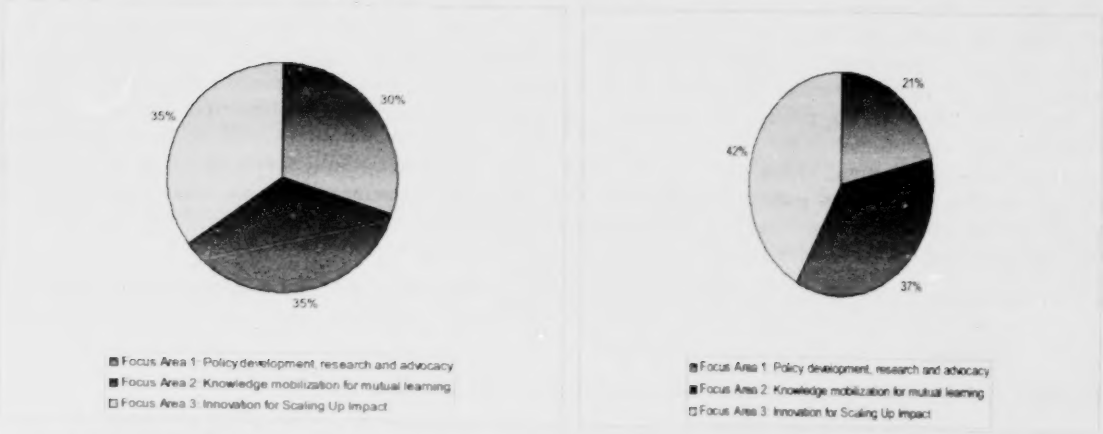
88. In 1997, the Unit was also tasked with promoting, monitoring and coordinating TCDC on a system-wide basis;[43] and in 2001, with acting as focal point of the United Nations system for SSC.[44] The Nairobi outcome document reaffirmed the mandate of the SU/SSC as a separate entity within UNDP, and coordinator for promoting and facilitating SSC and TC for development on a global and United Nations system-wide basis.[45]

89. The functions of the SU/SSC have expanded over time to include promoting TCDC and ECDC modalities in the operational activities of the United Nations system; identifying and promoting the role of pivotal countries; promoting triangular cooperation; documenting and facilitating knowledge-sharing; formulating and supporting strategic TCDC activities which benefit a large number of countries; expanding the WIDE system into a multidimensional system, setting up the Global South-South Development (GSSD) Academy and the South-South Global Assets and Technology Exchange (SS-GATE); formulating new partnerships with civil society and the private sector; identifying new funding mechanisms, mobilizing resources and managing the Perez Guerrero Trust Fund (PGTF), the United Nations Trust Fund for SSC, and the IBSA Trust Fund; acting as UNDP focal point to the G-77 and China, providing support on SCC matters and following up on major G-77 conferences and summits; organizing the annual GSSD Expo and the annual United Nations Day for SSC, among others.

90. The Inspectors noted that all these functions are organized under the Fourth Cooperation Framework for SSC (2009-2011), approved by the UNDP/UNFPA Executive Board[46] around three focus areas concerning policy development, research and advocacy; knowledge management; and innovation for scaling up impact. The Inspectors did not assess the design and implementation of this framework which is scheduled to be evaluated by the UNDP Evaluation Office in 2011. However, the Inspectors noted that financial resources are unevenly distributed among the three focus areas in the framework, with a higher concentration on the areas concerning knowledge and programme management. The same is true with regard to staff resources (although staff distribution as per the organizational chart cannot be fully equated to the three focus areas in the strategic framework, and staff in the executive management and regional offices work on several issues according to the Unit's management) (see figure 6 below).

[42] BAPA, recommendation 34.
[43] HLC decision 10/1, endorsed by General Assembly res. 52/205 (1997).
[44] General Assembly res. 56/202, para. 12.
[45] Nairobi outcome document, para. 21(g) and (i.).
[46] DP/CF/SSC/4/Rev.1.

Figure 2: SU/SSC resources by focus area


30%
35%
35%
Focus Area 1: Policy development, research and advocacy
Focus Area 2: Knowledge mobilization for mutual learning
Focus Area 3: Innovation for Scaling Up Impact
21%
42%
37%
Focus Area 1: Policy development, research and advocacy
Focus Area 2: Knowledge mobilization for mutual learning
Focus Area 3: Innovation for Scaling Up Impact

Source: DP/CF/SSC/4/Rev.1, Fourth Cooperation Framework for SSC

Figure 3: SU/SSC staff resources

2010	Executive management	Policy	Knowledge and programme management	Partnerships and resources	Regional offices
Staff	5	2	6	1	7

Source: SU/SSC, November 2010

91. With higher resources concentrated in focus area 1, Policy development, research and advocacy, the development of corporate strategies and guidelines to actually mainstream SSC into programmes and UNDAF, and integrate into Millennium Development Goals-based national development strategies could be expedited. Better coordination among organizations and focal points, and better servicing of a more dynamic HLC could also be achieved.

92. At the legislative bodies level, the Inspectors found that the SU/SSC is serving at least three masters: first, it must respond to the requirements placed on it by UNDP and its Executive Board, in conjunction with mainstreaming SSC into the activities of the organization at the country and regional levels; second, it acts as the servicing, convening and substantive support secretariat to the HLC and as the United Nations focal point on SSC within the United Nations system, together with the requirements arising from the General Assembly and the Economic and Social Council, which also periodically take up the issue of SSC based on inputs provided by the Unit; and third, it provides support to the G-77 and China, and acts as a de facto secretariat for the Group on South-South matters.

93. Such an enlarged mandate has tested the capacity of the Unit to deal with all the tasks in a satisfactory manner. In particular, the financing of the Unit has not completely kept up with the increasing demands placed on it.[47]

94. As a practical measure, unless additional resources are provided to back up the extended mandate and to raise the profile of the Unit. **Consideration should be given to reprioritizing the current functions and reorganizing the staffing profile of the SU/SSC. Additional support should be sought and provided, based on a clear division of responsibilities between the Unit and other United Nations offices, taking into account the substantive knowledge base, research capacity and comparative advantage of other organizations with regard to these issues that far surpasses the skill mix and resources available at the SU/SSC**. For example, DESA and

[47] Ibid.; and General Assembly res. 62/208, para. 53.

UNCTAD expertise in the areas of trade, regional integration, finance, technology, investment and services development can be leveraged to provide substantive inputs into the work of the HLC, the Economic and Social Council and the General Assembly on SSC. This is also valid for other United Nations system organizations in each specific area of competence: UNIDO (industrial development), WHO (health), ILO (employment), UNEP (environment), and so on. A clearer division of labour between SU/SSC and DESA would be desirable, in particular with regard to research for policy development and knowledge-sharing. Consideration should be given to transferring some operational projects to other United Nations entities, discontinuing/ensuring financing from extra-budgetary (XB) contributions some operational projects. **The SU/SSC should focus on what it can do best, namely providing support to policy development and knowledge-sharing, advocacy, coordination, servicing intergovernmental bodies, matching capacity requirements**. Implementing projects should only be undertaken if additional XB resources are available.

The implementation of the following recommendation would increase efficiency and disseminate best practices.

Recommendation 5

The High Level Committee on South-South cooperation (HLC) should:

(a) Request the Special Unit for South-South Cooperation (SU/SSC) to continue implementing its mandate and responsibilities as assigned by Buenos Aires Plan of Action (BAPA), the New Directions for Technical Cooperation among Developing Countries, and the Nairobi outcome document, focusing on global and United Nations system policy support and advocacy; inter-agency coordination and facilitation; catalyzing innovate mechanisms; fostering inclusive partnerships and mobilizing resources from both public and private entities to support multi-agency initiatives in implementing the Nairobi outcome document; and supporting knowledge-sharing, networking and exchange of best practices, including through new and existing centres of excellence, the SU/SSC and United Nations system platforms. To that effect, SU/SSC should review its current portfolio of activities and staffing profile with a view to prioritizing activities while ensuring better delineation of responsibilities with other United Nations entities; and

(b) Call on all relevant United Nations system organizations to support the work of the SU/SSC and leverage the services it offers.

Resources

95. Since the adoption of the BAPA, which recommended (recommendation 34) that the SU/SSC continue to be financed from the UNDP administrative budget, the Unit's financing has been the recurrent subject of numerous HLC and General Assembly decisions and resolutions[48], including the recent Nairobi outcome document[49], calling on the Secretary-General and the UNDP Administrator to provide adequate resources to strengthen the Unit's capacity to deliver its mandate. Indeed, the financing of the Unit has not kept up with its expanded mandate and functions.

96. In response to the request of the HLC at its 10th session held in 1997, the UNDP Executive Board decided[50] to allocate 0.5 per cent of its total programme (core) resources to SSC (estimated at US$15 million for the First Cooperation Framework for TCDC); a commitment that has apparently not been met. The 2007 UNDP Evaluation found that with its evolving and expanding mandate, the Unit had difficulty in managing all its activities with the available resources, and recommended that UNDP revisit its 1997 commitment to provide 0.5 per cent of it total programme resources to SSC. In its comments to the draft report, the secretariat indicated that the original 0.5 per

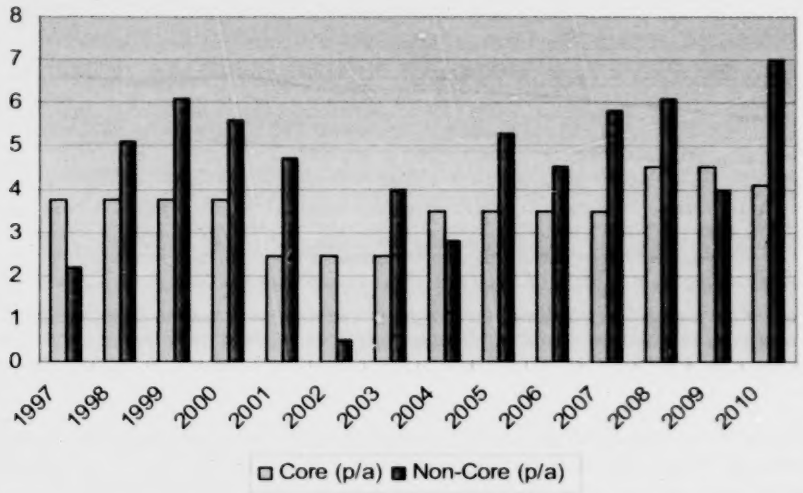
[48] General Assembly resolutions 52/295; 58/220; 60/212; 62/208; 62/209; 64/222 (Nairobi outcome document).
[49] Para. 20(h) and (i).
[50] DP/1995/32; Executive Board decision 95/23; DP/CF/TCDC/1; Executive Board decision 97/10; DP/1998/2.

cent budget commitment for SSC was changed to a fixed amount per year, since UNDP was spending more than 0.5 per cent on SSC throughout the organization[51].

97. The Inspectors found that the mismatch between the resources and mandate of the SU/SSC has not been adequately addressed. Following the recommendation of the Evaluation of its contribution to SSC, UNDP allocated US$13.5 million for SSC programmes in 2009-2011 (estimated at US$4.5 million per year). However, this amount was subsequently reduced to approximately US$4.1 million in 2010, that is, about 0.37 per cent of the UNDP core budget (US$1,100 million).[52] By the end of 2010, such resources corresponded, in nominal terms, to about the same amount as in 1997 when the first SSC framework was approved, representing a decrease in real terms (see figure 4 below).

Figure 4: SU/SSC core and non-core resources

(US$ million)



Source: Core-resources based on annual average: CF1(1997-2000): US$15 million (DP/CF/TCDC/1, para. 29) and (DP/CF/TCDC/1/extension I); CF2 (2001-2003): US$7.7 million (DP/CF/TCDC/2/extension, para. 14); other figures, including non-core resources, provided by SU/SSC.

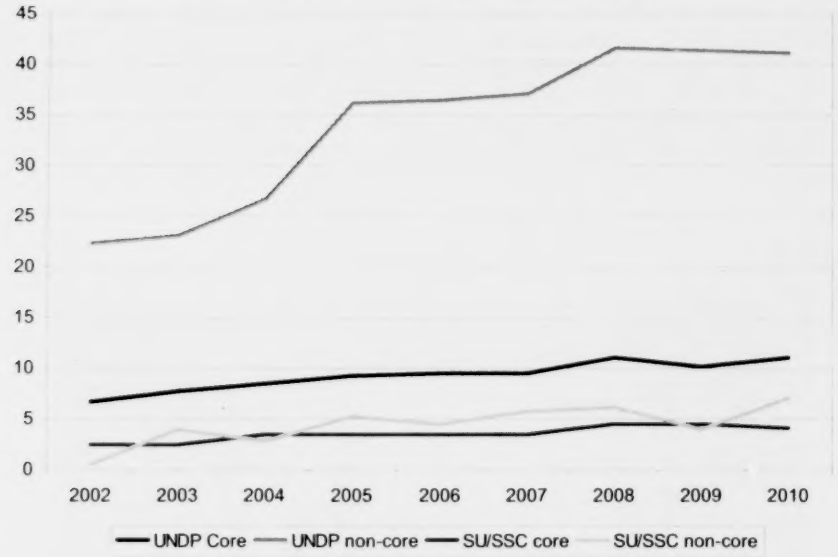
98. The graph also shows that the decrease in core resources the UNDP budget has, in general, been accompanied by an increase in donor contributions, resulting from resource mobilization efforts undertaken by the SU/SSC. However, approximately 50 per cent of the XB (non-core) resources are earmarked under the IBSA Trust Fund and the PGTF, and dedicated to projects implemented at field level, which the SU/SSC only manages. The other 50 per cent is allocated to initiatives mutually agreed by donors and the SU/SSC under UNFSSC and cost-sharing arrangements. According to the information provided by the SU/SSC, total XB resources increased from approximately US$2 million in 1997 to US$6.7 million in 2010, thereby exceeding the UNDP core contribution.

99. In contrast, UNDP core resources have increased since 2002, and its non-core resources received a boost, much higher in relative terms than that of the SU/SSC. The rise in UNDP core resources, however, did not entail an increase in the amount apportioned to the SU/SSC. The boost in non-core UNDP resources also had no impact on SSC, since such resources were not allocated to the Unit (see figure 5 below).

[51] SU/SSC comments at the meeting of the Bureau of the HLC and the JIU in New York on 10 March 2011.

[52] See Report of the CEB on the Budgetary and financial situation of organizations of the United Nations system (A/65/187), table 1.

Figure 5: Comparison between SU/SSC and UNDP resources
(US$ million for SU/SSC; US$100 million for UNDP)



Source: UNDP resources: CEB report on Budgetary and financial situation of organizations of the United Nations system (A/65/187), tables 1 and 2; SU/SSC resources: Draft fourth cooperation framework for SSC (DP/CF/SSC/4/Rev.1), annex.

100. Nevertheless, it was noted that in addition to the programme resources, the core posts of the Unit are financed from the UNDP operating budget, estimated at approximately US$2.5 million per year. Altogether, the SU/SSC programme and core post resources financed by UNDP amounted to US$6.6 million in 2010.

101. This funding has not been enough to cover the work required by the expanded mandate of the Unit over the past 30 years. Both core and non-core resources fall short of requirements. Indeed, the resources merely finance 16 Professional posts and 5 General service posts, even though there has been an increase in the number of posts compared to 1998 (see figure 6 below), due to the creation of regional coordinator posts. Only one post is financed by trust fund contributions; all other posts are financed by UNDP. The Inspectors noted that about one-fourth of the posts were vacant at the end of 2010, a situation that has a negative impact on programme delivery.

Figure 6: SU/SSC staffing

	Director (D)	**Professional (P)**	**General Service (GS)**	**Total**
1998	3	7	7	**17**
2010	4	12	5	**21**

Source: 1998 data: UNDP, 20 years of South-South Partnership Building, 1978-1998, pp. 30-31; 2010 data: provided by the SU/SSC.

102. In its comments on the draft report, UNDP summarized its contribution to the SSC agenda in the United Nations system as follows:

> By generously and effectively hosting the Unit for over 32 years, UNDP's support to global and United Nations system-wide efforts to advocate, promote, coordinate and facilitate innovative South-South and triangular cooperation has been the unmatched torch-bearer for South-South cooperation and the leader in implementing the evolving South-South agenda, set in motion at the 1978 Buenos Aires Conference on TCDC, and uplifted in the Nairobi outcome document.
>
> ... UNDP's support to SSC through global, regional and country programmes is unmatched by any other United Nations organization. However, it must be stressed that UNDP's support to national, regional or global SSC initiatives must be based on the principle that SSC activities must be initiated, designed, managed and implemented by developing countries. UNDP can only provide support at their request. It should also be clarified that when UNDP resources are allocated to a country, it is the national government that decides how to make the best use of UNDP resources. It is therefore not up to the UNDP Regional Representative to freely allocate part of UNDP's national allocation to SSC activities.

103. In its turn, the SU/SSC indicated that:

> With UNDP's full backing, the Special Unit has assisted the Administrator, as convener of the HLC on behalf of the Secretary-General, in preparing and organizing: (1) 16 biennial sessions of the HLC/General Assembly; (2) two major United Nations conferences on SSC, namely the United Nations Conference on TCDC in Argentina in 1978, which resulted in the BAPA, and the High-level United Nations Conference on SSC in Kenya in 2009, which produced the Nairobi outcome document; and (3) the annual United Nations Day for South-South Cooperation, declared by the General Assembly in 2004. UNDP resources allocated to the Special Unit over the years have also enabled the Unit to produce the Secretary-General's biennial reports on the State of South-South cooperation that are submitted to the General Assembly.
>
> Also, the same resources also enabled the Unit to carry out General Assembly-requested studies to assist its legislative bodies to make informed decisions. Such work has been done in the form of organizing inclusive policy dialogue forums and publications such as *Cooperation South* (10 volumes); the *South Report* 2009 on South-South trade, investment, industrial cooperation, environment, creative industries, ICT and development cooperation with UNCTAD, UNIDO, UNEP, UNESCO, ITC and South Centre; *Sharing Innovative Experiences* (18 volumes), as well as subject-specific studies and joint publications at the request of Member States, such as the *Creative Economy Report* (2 editions) in partnership with UNCTAD, UNESCO, WIPO and ICT. With the support of a large number of UNDP country offices, the Special Unit was also able to provide policy support and advice to many SSC pivotal countries governments and multi-stakeholders, such as (a) organizing a number of pivotal countries meetings; (b) DGs meeting during Expo 2009 and 2010; (c) national studies to review SSC policy, institutional arrangement or programmes for Chile, Turkey, Malaysia and establishing SSC units for Rwanda, Kenya and Sierra Leone, and a large number of networks of multi-stakeholders focal points, especially in Africa and the Caribbean.
>
> Finally, UNDP has enabled the Special Unit to develop and offer the multilateral SSC support architecture to support all partners truly committed to South-South and triangular cooperation to directly engage and invest in their own SS initiatives, rather dependent upon external funding... consisting of (1) the GSSD Academy; (2) the GSSD Expo; and (3) the SS-GATE ....

Institutional setting

104. Notwithstanding the above, the Inspectors consider that in addition to enhancing financing, institutional relations with UNDP and regional positioning on the SU/SSC should be enhanced to ensure better support to national Governments, and to be able to fulfil the United Nations system-wide mandate entrusted to it at headquarters, regional and country levels.

105. In an attempt to improve the reach of the Unit at the regional level, the establishment of four regional outposts has been approved in the 3rd and 4th South-South cooperation frameworks, with bases in Johannesburg (for Africa),

Bangkok (for Asia-Pacific), Cairo (for the Arab States) - now recruiting, and in a place yet to be determined for Latin America, all located within UNDP regional service centres. Currently, among the 21 posts staffing the office, seven (or 30 per cent) are based in the regions, though not all are fully operational and four of those posts are still vacant. Interviews indicated that the arrangements with UNDP in support of the function and job description of SU/SSC regional coordinators are not fully satisfactory, and that resources allocated to this function are insufficient for the many tasks to be performed. As gathered from interviews and field missions, the relationship between SU/SSC, UNDP and other United Nations officials at field level is complex, the outcome of their work is uneven, and the impact not yet measurable. The work of the SU/SSC regional coordinators is not visible and mostly unrecognized by other United Nations officials and local authorities. They are not invited to participate in the regional coordination mechanisms of the Regional Commissions, nor in the UNDG regional Directors team (RDT) or UNCT meetings. Also, the regional coordinators do not liaise with other United Nations organizations officials involved in SSC field activities. Resolving these issues is a prerequisite for the effective decentralization of SU/SSC functions.

106. In discussions and interviews at the regional level, some United Nations officials suggested that the SU/SSC regional coordinators be relocated within the Regional Commissions to better promote SSC at regional level. However, in further consultations, UNDP did not welcome such a proposal, whereas DESA requested further clarification about reporting lines and whether they would be housed within the Regional Economic Commission as an independent entity or not. **The Inspectors consider that leveraging the Regional Economic Commissions' access to regional integration schemes, and their knowledge of regional and sub-regional dynamics, on the one hand, and participating in the regional coordination mechanisms, that bring together a number of United Nations agencies to provide advice on enhancing SSC within the regions, on the other hand, are compelling justifications for this approach**. It should be recalled that the functions of the regional coordination mechanisms include promoting policy coherence in response to identified regional priorities and initiatives, through thematic clusters and working groups. **The SU/SSC regional coordinators could be even co-located with the secretariat of the regional coordination mechanism, where they exist**. For example, the regional presence of the SU/SSC is located in South Africa, while the African Union Commission (AU) and the Economic Commission for Africa (ECA) located in Addis Ababa work closely with the regional economic communities in Africa and are responsible for the implementation of NEPAD. In interviews with ECA and AU officials, the Inspectors found that they were not even aware of the existence of the SU/SSC in Johannesburg. As for reporting, the **regional representative would report to UNDP and the SU/SSC, and should be entrusted with representing the Unit at the regional level**. The operational presence in the Regional Commissions would strengthen the capacity of UNDP, the SU/SSC and the regional coordination mechanisms and enable them to be more pro-active in providing support to SSC at the regional and subregional levels, through existing integration and coordination schemes.

The implementation of the following recommendation would result in enhanced effectiveness.

Recommendation 6

The High-level Committee on South-South Cooperation (HLC) and the Economic and Social Council, in coordination with the United Nations Development Programme (UNDP), should consider relocating the regional representatives of the Special Unit for South-South Cooperation (SU/SSC) to the Regional Commissions, with direct reporting to UNDP and the SU/SSC.

107. Moreover, from a purely institutional perspective, the Inspectors note that the SU/SSC, with its manifold reporting lines and the dichotomy of being a separate entity hosted by UNDP, whose staff and programmes are financed (even partially) by UNDP, poses, ab initio, a managerial and identity problem that is difficult to reconcile. On the one hand, the Unit needs to work in a harmonious relationship with UNDP, on the other, owing to its special status and as the secretariat of an intergovernmental body to which it reports directly, the Unit enjoys semi-independence, which runs counter to the culture of corporate management. Although this situation is the result of political decisions taken by Member States, the fact remains that it is not conducive to the smooth functioning of the system in support of SSC, which is what Member States ultimately aspire to.

108. Despite the fact that the BAPA calls on the SU/SSC and UNDP to work collaboratively to implement SSC within and outside the United Nations system, the relationship between the two has proven to be complex, as shown by the examples cited below and confirmed in the interviews with UNDP and SU/SSC officials.

109. In terms of operational arrangements, at its 7th session in 1991, the HLC welcomed the inclusion of the Director of the SU/TCDC in the UNDP Action Committee, and called on the UNDP Administrator to include the Unit in other internal decision-making bodies, so as to enable it to participate more closely in all policy and operational matters, project approval, country and inter-country programming processes, and meetings of the regional bureaux.

110. However, the 2007 UNDP Evaluation found that the SU/SSC Director was no longer a member of the Operations Group that replaced the Action Committee, and that the participation of the Unit in programme advisory committees at headquarters was not institutionalized. It also found that some bureaux invited input from the SU on a regular basis, while others did not. With the exception of financial transactions, there was not enough systematic collaboration between the Unit and UNDP. Efforts were found to be insufficient in key areas such as United Nations system-wide coordination of SSC activities; initiatives to mainstream SSC within UNDP and at country level; strengthening the effectiveness of knowledge networks in promoting SSC. The move to post SU/SSC regional coordinators at UNDP regional centres in order to promote stronger joint action was found to produce mixed results: relatively positive in Bangkok, but not so in Johannesburg.[53]

111. The 2007 UNDP Evaluation also noted that the SU/SSC and UNDP had not leveraged their particular strengths, nor had they combined their efforts to strengthen their capacities to serve countries more effectively. It indicated that UNDP needed to recognize that the work of the Unit was not competing with that of UNDP, and that the cooperation framework should support the full mandate of the Unit, which it did not at the time. The Evaluation recommended that, inter alia, UNDP and the SU/SSC define clear collaboration arrangements; UNDP provide the SU/SSC with a platform to engage with UNCT with regard to SSC; the Director of the SU/SSC be a member of the UNDP Operations Group; and periodic reporting and discussion of the implementation of the Fourth Cooperation Framework and of the collaboration with the regional bureau take place within the Operations Group. In its response, UNDP management admitted that the relationship between UNDP and the SU/SSC was complex.[54]

112. In the course of the current review, the Inspectors followed up on this issue and found that almost no progress had been achieved since the UNDP 2007 evaluation. During interviews with SU/SSC and UNDP officials, it was felt that the relationship between them was not smooth, and that the lack of leveraging of each other's capacity remained an issue for UNDP capacities, and for the professional capacity of the SU in dealing with system-wide issues. The SU/SSC Director is now formally a member of the management group which discusses policy issues, but has been invited to attend only a few meetings so far. Meetings with UNDP senior management are occasional, even though their relationship requires periodic collaboration, and should not be based on ad hoc meetings. Furthermore, in some cases, collaboration with UNDP bureaux do not work properly.

113. The lack of collaborative arrangements not only affects the work of the Unit, but also has a negative impact on project implementation. For instance, the Government cooperation agency in China reported that the implementation of a number of projects approved in 2008 under the Perez Guerrero Trust Fund (PGTF) of the G-77 and China, and administered by the SU/SSC, could not start because UNDP had declined to sign on behalf of the SU/SSC, and the final payment of old projects was affected. The SU/SSC indicated in its comments to the draft report, that this issue has now been resolved.

114. The Inspectors also found that despite its system-wide mandate, the SU/SSC was often not present at important meetings where SSC was discussed, such as the 2008 meeting of the Secretary-General Policy Committee, and the High-level Committee on Programmes (HLCP) of the CEB meeting in Geneva in 2010. However, the Unit was required by UNDP to prepare briefings for these meetings. In the first instance, it was responsible for the implementation of decisions taken, while in the second case, the SU/SSC Director was unaware of its outcome when interviewed one month later.

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[53] UNDP, *Evaluation of UNDP contribution to SSC*, 2007, pp. 18 and 28.

[54] DP/2008/9, paras. 7 and 8.

115. In view of the above, the **Inspectors conclude that little progress has been achieved in implementing the recommendations of the UNDP Evaluation, which was formulated four years ago. Also, the lack of collaborative and participative working arrangements and clear reporting lines are issues that negatively impact the Unit's operational effectiveness, and therefore need to be resolved.** The Inspectors examined the possibility of upgrading the position of the Unit within the UNDP structure to an Office, thereby increasing its status and visibility in line with the momentum created by the upsurge in SSC. However, they are of the opinion that it is unlikely that this would resolve the problem related to the so-called separate identity of the SU/SSC within the UNDP, which could only be resolved by Member States, since the present situation is the result of their decisions. The Inspectors conclude that UNDP and SU/SSC should contribute jointly, and in an integrated manner, to strengthening and deepening the role of the United Nations system in SSC and TC.

The following recommendation is aimed at enhancing the effectiveness of the SU/SSC.

Recommendation 7

The High-level Committee on South-South Cooperation should provide further clarification on the reporting lines of the Special Unit for South-South Cooperation (SU/SSC) with a view to reconciling the issue of its separate identity within the United nations Development Programme (UNDP) and effecting closer integration of the Unit within the UNDP structure, including requesting the UNDP Administrator to establish collaborative working arrangements at headquarters and in the regions, and the regular participation of the Unit Head and its regional coordinators in all strategic and decision-making mechanisms and meetings, so as to enhance the profile and visibility of the Unit, and ensure that South-South cooperation (SSC) is reflected as a cross-cutting issue in all programmatic decisions at corporate and system-wide levels.

E. Regional Commissions

116. SSC is at the heart of the mandate of the Regional Commissions, the United Nations outposts in their respective regions, mandated to foster economic integration at the sub-regional and regional levels, promote the regional implementation of internationally agreed development goals, including the Millennium Development Goals, and support regional sustainable development, so as to contribute to bridging economic, social and environmental gaps among member countries and sub-regions through multilateral dialogue, knowledge-sharing and networking at the regional level, by working together to promote interregional cooperation, both among themselves and through collaboration with other regional organizations.

117. The Regional Economic Commissions have been cited in several BAPA recommendations[55] as well as in relevant General Assembly and Economic and Social Council resolutions as having an important role to play within their respective regions in promoting SSC. However, there has been insufficient attention to their role in advancing the SSC agenda. With the increasing number of regional economic groupings, as well as integration schemes, and bearing in mind the nature of the Commissions' mandates and their close proximity and knowledge of the countries in their respective regions, it would stand to reason that they should play an increasingly active role in supporting SSC.

118. The Secretary-General's 2009 report promoting 30 years of SSC implementation recommended that the United Nations system support SSC and TC primarily from the regional perspective, by promoting subregional and regional integration processes.[56] Although the report refers to the United Nations system as a whole, this recommendation is relevant to the work of the Regional Commissions. The Nairobi outcome document subsequently called on the Regional Commissions to play a catalytic role in promoting SSC and TC and in strengthening their technical, policy

[55] BAPA, recommandations 15, 16, 17, 18, 20, 22, 34, 37.
[56] A/64/504, para. 92.

and research support for the countries of their regions, and requested that they help developing countries establish or strengthen existing South-South centers of excellence, especially at the regional and interregional levels.[57]

119. In his reports on Regional cooperation in the economic, social and related fields to the Economic and Social Council, the Secretary-General recognized the importance of SSC as a vehicle for development and disparity reduction within and among regions,[58] mentioning regional trade agreements/schemes as useful tools for promoting regional cooperation and integration. The Inspectors note that the Regional Commissions are indeed active in this area. For instance, the Economic and Social Commission for Asia and the Pacific (ESCAP) has provided secretariat support to the Asia-Pacific Trade Agreement (APTA); ECLAC to the Associación Latino-Americana de Integración (ALADI), the Latin American and Caribbean Economic System (SELA), the Latin American and Caribbean Summit on Integration and Development (CALC), the China-Latin America Business Summit, the Andean Community, the Rio Group and Mercosur; the Economic and Social Commission for Western Asia (ESCWA) supported the Greater Arab Free Trade Area (GAFTA); ECA supports the regional economic communities in Africa through its Committee on Regional Cooperation and Integration. The Regional Commissions have also supported regional responses to food (ESCAP), fuel (ESCWA), the financial crisis and climate change (ESCAP, ECLAC), and HIV/AIDS (ECA).

120. ECLAC has worked intensively on dialogue and policy development for SSC; it is the only Regional Commission with a sessional committee on SSC, established in 1979, one year after the BAPA.[59] This committee meets biennially during the Commission sessions to consider the secretariat's biennial report on SSC in the region, and to adopt decisions to guide the activities of the Commission in this regard. Its report for the 2008-2009 biennium covered far-reaching and extensive activities carried out in support of SSC in the region.[60] In 2010, the committee requested the secretariat to develop a set of indicators to measure the social and economic impact of SSC, and to initiate a process to strengthen the capacity of institutions responsible for international cooperation in the countries of the region, especially as regards generating statistics and establishing appropriate information systems.[61]

121. ESCAP has been instrumental in organizing regional and subregional initiatives on SSC. Following the 2007 Almaty Declaration in which members requested the secretariat to strengthen the leadership of the Commission in promoting SSC to enhance development in the region,[62] it organized, in collaboration with DESA, the Asia-Pacific regional DCF, held in Bangkok in 2008, focusing on SSC and TC. In 2010, the Commission organized a High-level Consultation on the G-20 Seoul Summit to help non-G20 countries in the region to discuss and voice their concerns about the G-20 agenda. In addition, ESCAP coordinates several workshops in developing countries in the region aimed at strengthening macroeconomic capacity and South-South dialogue, and has defined an SSC regional framework for food security.

122. Based on information collected, all the Regional Commissions have a SSC component in their work programmes. At ECLAC, SSC is part of at least seven of the 12 sub-programmes, where it is referred to as horizontal cooperation; at ESCWA, the Economic Development and Globalization Division handles SSC initiatives; at the Economic Commission for Europe (ECE), the Technical Cooperation Unit is the focal point for SSC issues, and all other divisions are also involved in SSC, though to a lesser extent; at ESCAP, the Programme Management Division and the Macroeconomic Policy and Development Division have implemented ad hoc projects/activities; and ECA has set up the Regional Coordination Mechanism Secretariat dedicated to coordinating United Nations support to NEPAD and the Millennium Development Goals in Africa, including SSC regional initiatives. However, none of the regional Commissions has a formal SSC focal point tasked with ensuring coordination within each Commission and with other regional organizations, neither is there a common strategy or framework for implementing SSC and TC through their work.

123. The Inspectors found that there was a great deal of variety in the manner in which the Regional Commissions provide support to SSC, as well as in the breadth and depth of their involvement. In this respect, the annual meetings

[57] Nairobi outcome document, para. 21(d) and (e).
[58] E/2008/15, paras. 40-46; and E/2010/15, paras. 34-45.
[59] ECLAC resolutions 387(XVIII) of April 1979; and 611(XXX) of June 2004.
[60] LC/G.2439(SES.33/10).
[61] ECLAC res. 647(XXXIII) of May 2010.
[62] ESCAP resolution 63/1 of May 2007.

of the Regional Commissions in the regions, and the meetings of the Executive Secretaries and the Chiefs of Programme Planning of the Regional Commissions in New York, could help to develop such a framework and strategy, as well as identify priorities and mechanisms for intra- and inter-regional cooperation on SSC and TC. Since 1999, the meetings of the Regional Commissions have been convened annually, pursuant to Economic and Social Council resolution 1998/46 which mandated the Regional Commissions to hold regular inter-agency meetings in their respective region. The meetings are currently held regularly in all regions, with an executive tier discussing broader or emerging policy issues, and a thematic tier addressing specific programmatic issues of regional priorities. The added advantage of the regional meetings is that they bring together most organizations of the United Nations development system in the respective region, and can therefore act as a powerful tool for involving the system in advancing SSC at the regional level. Similarly, the annual meetings of the Executive Secretaries and Chiefs of Programme Planning are organized in New York to foster coordination and collaboration among the Commissions at the policy and programming level.

124. **The Inspectors conclude that the role of the United Nations Regional Commissions in promoting SSC and TC as a key tool for accelerating the achievement of the Millennium Development Goals should be enhanced at the policy and programme levels**, through the design and implementation of a subregional, regional and/or interregional strategy on SSC, and the allocation of dedicated resources in the biennial work programme of the Regional Commissions. At the legislative level, the establishment of an SSC Committee at ECLAC is a good practice that should be replicated by the other Regional Commissions, like the biennial reporting on SSC. At the operational level, focal points for SSC should be designated at each Regional Commission, and the regional meetings should be used as an important tool to advance system-wide cooperation and coordination in support of SSC and TC.

The implementation of the following recommendation would increase efficiency and disseminate best practices.

Recommendation 8

The Economic and Social Council should request the United Nations Regional Commissions to set up strategies, structures/mechanisms and mobilize or reallocate resources at the legislative, programmatic and operational levels dedicated to enhancing subregional, regional and interregional South-South cooperation (SSC), and to use the annual meetings of the regional coordination mechanisms (RCM) as a tool for advancing system-wide cooperation and coordination in support of SSC.

F. Financing South-South cooperation

125. The BAPA, General Assembly resolutions and the Nairobi outcome document have called on Member States and United Nations system organizations to increase their financing efforts in support of SSC. The BAPA recognized that developing countries have the primary responsibility for the promotion and implementation of SSC activities and called on them to allocate funds from their national budgets to support SSC activities. The BAPA also called on the United Nations development system, particularly UNDP, to contribute financially to SSC activities.[63] Subsequent HLC and General Assembly decisions and resolutions have made similar calls to contribute financially to both SSC and TC.[64] Recognizing the effect of financial, economic and food crises, poverty and climate change on developing countries – many of which are unable to allocate funds to SSC activities –, the Nairobi outcome document invited developed countries and multilateral institutions to enhance their support to SSC and TC. It also called upon all relevant United Nations organizations to consider increasing allocations of human, technical and financial resources for South-South cooperation, as appropriate, and invited all countries to contribute in support of SSC.[65]

[63] BAPA, recommendations 35 and 38.
[64] TCDC/13/3, para. 41; A/58/39; General Assembly resolutions 58/220; and 62/209, paras. 9 and 10.
[65] Nairobi outcome document, paras. 20(b) and (e) and 21(k) and (l).

126. In recent years, SSC and TC have become increasingly important financing mechanisms for development cooperation. In his report on Trends and progress in international development cooperation, the Secretary-General stated that SSC and TC had risen to 10 per cent of total development cooperation by 2008, amounting to US$16.2 billion. About 25 per cent of this amount was provided through multilateral organizations.

127. The bulk of SSC is in the form of project aid and technical assistance, but with an increasing focus on humanitarian assistance, which exceeded US$1 billion in 2008. However, TC remains centered on technical cooperation. Sixteen out of the 23 DAC donors have participated in TC projects, and multilateral development banks, United Nations system organizations and Southern development cooperation providers are increasingly using this modality.

128. Contributors to SSC continue to allocate most assistance to countries with which they have close political and economic ties, in particular in nearby regions, reflecting cultural and language links, a better understanding of needs and opportunities, and lower administrative costs. There has also been an expansion of cooperation among regions.[66]

129. From the JIU questionnaire and interviews conducted, the Inspectors were informed by major South-South horizontal cooperation providers that indeed most of the contribution to SSC is through bilateral, as opposed to multilateral channels, which naturally includes the United Nations. In this regard, no precise figures or percentages could be obtained on the amount of assistance channelled through the United Nations system. Even in pivotal South countries where SSC is an instrument of foreign policy, and where international cooperation agencies manage the cooperation portfolio of the Governments, the assistance provided is not exclusively routed through these agencies, but also by individual Ministries, such as agriculture, health and others, making it difficult to identify and quantify.

130. Unlike OECD countries with official development assistance (ODA), most developing countries do not have a system to account for the value of horizontal cooperation. The completeness and comparability of such data, where available, and not only the lack of it, is a complex and unresolved issue. The United Nations, in particular the Regional Commissions, could make a substantive contribution in this regard.

131. The Inspectors also note that SSC is concentrated at the subregional level, particularly among countries sharing borders or within the immediate vicinity, as well as at the regional level. However, intraregional SSC has been growing at a rapid pace, with South-South dialogue, learning and knowledge-sharing becoming an increasingly important element of international cooperation for development, including countries with cultural and language links (as in the case of Brazil), but also those without such links (as with China).

132. The following paragraphs summarize some of the findings from the field missions and interviews conducted with major SSC actors, and the responses by governments to the JIU questionnaire. In light of the limited number of replies received, the findings should not be considered exhaustive. However, they demonstrate the commitment and leading role played by new and emerging economies in SSC among other pivotal countries, and the need to further expand TC in order to mobilize more resources for SSC.

133. The scale of China's assistance to other developing countries has increased by 30 per cent and reached 1 per cent of China's GDP, surpassing all other Southern countries, and many Northern ones. Strategic direction was provided to focus assistance along the lines of the Millennium Development Goals to meet traditional needs in Africa (where there is the highest concentration of Chinese medical and construction teams), and in countries affected by natural disasters. Aid is also provided in the form of concessionary loans through the Eximbank (estimated by the World Bank at US$19 billion).[67] China's aid often comes as a package in the form of complete turn-key projects, which provide planning, financing, manpower and training. Financing is channelled through Eximbank loans (to Africa). It was not possible to establish the precise amount of Chinese assistance to SSC through the United Nations system. The Chinese authorities felt that the United Nations should play a more active role in coordination. In 2009, China signed a General Trust Fund Agreement with FAO for SSC, and a MoU for support to SSC with UNDP in September 2010.

[66] E/2010/93, paras. 106-109.
[67] OECD, *Perspectives on Global Development 2010: Shifting wealth*, chap. 3, pp. 70-90.

134. Brazil is a major actor in SSC and has been increasingly devoting resources to such cooperation. Brazil's total cooperation is estimated at approximately US$750 million. In addition to the US$30 million allocated to the Brazilian Agency for Cooperation (ABC), humanitarian assistance has a separate budget handled by Itamarati, and other ministries have separate cooperation budgets. ABC allocates 75 per cent of the US$30-million budget to cooperation with UNDP, and the rest to the other United Nations organizations. UNFPA is an ABC partner which in 2010 facilitated cooperation assistance between Brazil and Guinea Bissau, Sao Tome and Principe, Haiti, Venezuela (Bolivarian Republic of) and Costa Rica. ABC's SSC projects are spread over some 80 countries; many are Lusophone developing countries, but increasingly in Latin American countries.

135. India is a key actor of SSC in a wide range of areas, including through cooperation and collaboration with the United Nations system. In 2007, India announced an annual budget of approximately US$1 billion for development cooperation. In addition to financial assistance (annual grants of US$500 million), it also provides technical assistance and training (currently to 15,000 students from Africa).[68] The country has provided capacity building in the area of trade to other developing countries through 40 such programmes between 2008 and 2010. It is establishing a major capacity-building programme in the cotton sector with African cotton producers. It has provided assistance in the areas of employment, food and agriculture, health, industry, integration of women, science and technology and new materials, telecoms, tourism, transport, communications and migration in cooperation with the United Nations system.

136. South Africa has only a modest bilateral programme, focusing on the region, including technical assistance for capacity-building within the Southern African Development Community (SADC) and support to Liberia and Congo.[69] It is a major actor in NEPAD and has recently joined the BRICS alliance (Brazil, Russia, India, China and South Africa). South Africa does not necessarily go through the United Nations for SSC. As a member of IBSA, South Africa contributes US$1 million yearly to the trust fund established and managed by the SU/SSC to support SSC.

137. Within the United Nations system, respondent organizations indicated that estimates of their regular budget and XB resources devoted specifically to SSC activities are difficult to render, except where there are clear indications in the programme-budget exercise and in technical cooperation funds explicitly earmarked for SSC/TCDC activities. Others did not distinguish between resources for regular technical cooperation activities and those specifically devoted to SSC. Several organizations (UNCTAD, ILO, UN-HABITAT, UNFPA, UNICEF) reported staff costs dedicated to SSC, either full or part time, as part of SSC financing. FAO, among others, included the number of "coopérants" from various countries who have been involved in their projects.[70] A number of organizations did not indicate any figure in their responses.

138. UNESCO is the only organization with a set target, allocating 0.5 per cent (approximately US$3 million) of its total regular resources in its 2010-2011 budget to SSC/TC initiatives. UNDP also set a target of 0.5 per cent to partly finance the SU/SSC, but does not meet it, as already explained (para. 96 above).

139. In terms of XB resources, United Nations system organizations which reported specifically financing SSC activities in 2010 totalling a little over US$100 million include FAO, IFAD, ILO, ITC, UNCTAD, UNIDO, WFP, UNESCO and UNODC. UNESCO accounts for just less than half of the total (US$40 million), followed by UNODC (US$27 million). Just under half of the funds comes from OECD countries (in the form of TC), and the other half from developing countries. Among developing country contributors, Brazil, China, Qatar and Saudi Arabia topped the list.

140. These figures do not account for the XB resources of organizations which did not specify what part of their non-core budgets were devoted to SSC. Even assuming the unaccounted resources in technical cooperation funds financed by XB resources for SSC accounts for half of the above figure, it would still represent an insufficient sum for the United Nations system organizations as a whole.

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[68] Ibid.
[69] Ibid.
[70] There were over 1,500 "coopérants" from developing countries and China, half of which were Chinese.

141. UNDP, the main United Nations development agency which the BAPA called on to dedicate a sizeable amount to fund SSC and TC projects at the global, regional and country levels, did not provide figures from either core or non-core resources, other than those allocated to the SU/SSC. In this regard, the **Inspectors consider that in order to be effective, the 0.5 per cent target agreed for the financing of the SU/SSC should be set across the board to all programmes at all levels for core and non-core resources**.

142. In the case of the SU/SSC, three main trust funds finance joint SSC activities:

United Nations Fund for South-South Cooperation (UNFSSC): established within UNDP in 1996, in accordance with General Assembly resolution 50/119, and renamed in 2005, which designated it as the main United Nations trust fund for promoting and supporting SSC and TC.[71] The Fund is open to contributions (cash and in-kind) from Governments of Member States, intergovernmental and non-governmental organizations, and private sources. It has received contributions from three developed countries, the Ford Foundation, OFID (to SS-GATE), the United Nations, ILO (to "South-South in action" publication), and around 20 developing countries. The largest segment is earmarked for initiatives agreed between the donor and the SU/SSC. The major donors are China (US$6 million as multi-year SSC facility), Algeria (US$2 million for the tsunami disaster) and Nigeria (US$1 million in 2007 to support the SU/SSC knowledge-sharing facility among oil-and-gas-producing countries). Since its establishment, UNFSSC has accumulated approximately US$13.5 million.[72]

Perez-Guerrero Trust Fund (PGTF): established by General Assembly resolution 38/201 of 20 December 1983. It is jointly administered by the SU/SSC and the G-77 for the purpose of supporting economic and technical cooperation activities among member countries according to priorities set by them. To date, about 33 G-77 countries and one international organization (IFAD) have made contributions for a total of US$1.5 million. The funds are used as grants to support projects carried out by three or more developing countries in line with the priorities set by the Caracas Programme of Action on ECDC of 1981, and the Havana Programme of Action of 2000. As of May 2010, 688 project proposals had been submitted, and 213 projects supported in 120 beneficiary countries, mainly at inter-regional (41 per cent) and sub-regional (40 per cent) levels in the areas of food and agriculture (28 per cent), TCDC (27 per cent) and trade (15 per cent). Two thirds of approved projects have been completed (see results on the G-77 website).[73] Nonetheless, the modest size of the fund limits its ability to respond to the increased demand for support.

IBSA Trust Fund for poverty and hunger alleviation: established in 2003 within the India, Brazil and South Africa Dialogue Forum. It identifies replicable and scalable projects contributing to the interests of developing countries (e.g. projects in Guinea Bissau and Haiti) through initiatives as diverse as reducing urban violence or delivering safe drinking water. It finances projects on a demand-driven basis through partnerships with local governments, UNDP and national institutions. The SU/SSC acts as fund manager, but a donors committee decides on the allocation of funds. As of May 2010, the three countries have contributed US$14.7 million, and funded eight projects in seven countries to support the most vulnerable segments of the population.

143. Regarding the Regional Commissions, ECLAC issued a report[74] in 2010 in which it indicated that it would be difficult to attempt to distinguish activities in support of SSC from other activities, as virtually all ECLAC work financed from the regular budget and non-recurring resources supported and promoted SSC and TC to a degree. Technical cooperation expenditure for the biennium 2008-2009 amounted to US$34.5 million, but it was not possible to cost the SSC components. ECE regular budgetary spending on SSC in 2010 amounted to approximately US$1.7 million, with XB resources at around US$9 million; estimates for 2011 are US$1.6 million and US$12 million, respectively. The situation is more complex at ESCWA, with regular and XB resources for various projects in 2010 and 2011 ranging from US$11,000 to US$ 100,000. ECA is involved in SSC initiatives at the regional level through its Regional integration and economic cooperation sub-programme, which received XB resources of

[71] General Assembly resolutions 50/119, p. 5; and 60/212, p. 14.
[72] Summary of non-core contributions to SSC (as of September 2010), SU/SSC internal document.
[73] Group of 77 website, http://www.g77.org/.
[74] Activities of the ECLAC System to Promote and Support SSC during the 2008-2009 biennium (LC/G.2439 (SES.33/10), p. 5.

US$0.42 million in 2009.[75] At ESCAP, SSC is mainstreamed in the sub-programmes, so its provisions for SSC are not easily identifiable. However, about US$42,000 in total was spent to organize workshops and high-level consultations in 2010, with partial support from the Korea-ESCAP Cooperation Fund.

144. Based on information obtained from the interviews and respondents to the questionnaire, the lack of resources from the United Nations system organizations was the common thread in identifying the challenge of meeting the support requirements for SSC. In addition, the increasing trend towards XB resources for SSC/TC initiatives constitutes an important challenge for the United Nations system, due to earmarking and the attachment of conditionalities.

145. **The Inspectors conclude that the modest financial resources dedicated so far to SSC initiatives by the United Nations system organizations do not do justice to the spirit and letter of the BAPA, nor HLC and General Assembly resolutions or the Nairobi outcome document**. In this regard, the Inspectors recall that the 1985 JIU report recommended that "all organizations of UNDS, with the exception of UNDP, should earmark no less than 10 per cent of their technical cooperation resources for TCDC activities, and additionally establish TCDC trust funds, when appropriate. Support to TCDC should be explicitly emphasized in medium-term plans and should be introduced in programme budgets as a separate sub-programme of technical cooperation".[76] However, this recommendation did not find an echo within the organizations of the system.

146. Today, increasing resources are needed to fund new opportunities for SSC, particularly in the context of the crises affecting Southern countries, such as the food crisis, climate change and natural disasters. Although limited in size and lacking detailed allocation, the targets set by UNDP and UNESCO constitute a good practice which should be replicated in other organizations across board in programmes at all levels, based on planned results. Moreover, such a minimum target should be applied to both regular and XB resources, in response to the calls of the BAPA and subsequent General Assembly resolutions requesting the allocation of sizeable and increasing resources to promote SSC. Noting, however, that XB resources are earmarked by donor-specific activities and therefore cannot be unilaterally allocated to SSC unless agreed with that donor, the Inspectors suggest that the mobilization and allocation of additional resources for SSC be included in medium-term plans, programme budget requests and project designs. Resources from overhead or project support costs charged to contributions managed by the organization can finance SSC and TC, and resources from cost-sharing arrangements (interest earned on contributions) can be used with the agreement of the donors, as currently done by UNDP Brazil. Contributors to SSC should be reminded of the efficiency gains brought by SSC, since assistance generally goes to countries with close political and economic links, or cultural and language ties, which result in a better understanding of needs and opportunities and lower administrative costs.

The following recommendation will contribute to increased effectiveness and to disseminating best practices.

Recommendation 9

The legislative and governing bodies of the United Nations system organizations should request the Executive Heads to apportion a specific percentage – not less than 0.5 per cent – of core budget resources for the promotion of South-South cooperation (SSC) in their respective areas of competence, in consultation with programme countries; and to agree with donor countries to use a specific portion of extrabudgetary resources to finance SSC and triangular cooperation initiatives.

147. Support for TC from the traditional donor community has not been in tandem with the rise in cooperation among the countries of the South. A major reason is perhaps that TC does not lend itself to traditional modes of North-South aid delivery. It is conceptually different from the conventional context of North-South ODA. In this regard, traditional donors are placing emphasis on aligning the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action. However, within developing countries, there is no consensus that these initiatives should be

[75] ECA 2010 annual report (E/ECA/COE/29/7), p. 38.
[76] JIU/REP/85/3, recommendation 5.

taken forward. There is concern, including among major providers and recipients of cooperation, that aligning North-South aid and SSC/TC – two different concepts – may have political and policy implications which would go well beyond the discussion of aid effectiveness. The very basis of SSC, namely the principles of collective self-reliance, solidarity, sovereignty, national ownership and non-conditionality could be put into question. Moreover, while the conventional approach to aid effectiveness issues is much more attuned to bilateral aid flows, it does not capture regional or interregional cooperation which SSC/TC usually entails. Another factor to be taken into consideration is transaction costs which seem to be much lower in SSC than in traditional North-South arrangements.

148. The alignment of traditional donor policies with SSC modalities in TC can be problematic, but not insurmountable. Among the first OECD/DAC donors to engage in TC successfully was Japan. Japan's development assistance is channelled through the Japan International Cooperation Agency (JICA). The Inspectors were informed that Japan's support to SSC was initially mainly concentrated in the Asian region, in particular in close working relations with ASEAN. This cooperation was formalized through the JICA-ASEAN Regional Cooperation Meeting. Japan funds cooperation among the ASEAN countries as well as cooperation between Japan and Africa in support to SSC through the use of expertise from ASEAN, such as capacity building in rice and agriculture through training workshops organized by FAO. The partnership programme now covers not only ASEAN and African regions but also Latin America and the Middle East, with 12 pivotal countries from all the regions interested in SSC.

149. The Inspectors were informed that the main tools of Japanese support to SSC are the Third Country Training and Experts programme, which support Asia-Africa cooperation as well as cooperation within the African continent. Currently, it accounts for the greater portion of such cooperation. Through the Third Country programme, Japan has provided training to over 51,000 participants since 1975. In fiscal years 2008-2009, the programme had 7,600 participants, including 2,600 from Asia and 2,500 from Africa, at a cost of 2,511 million Japanese yen (approximately 30.9 million United States Dollars).

150. With the United Nations, Japan launched the Tokyo International Conference on African Development (TICAD) as the vehicle for Japan's assistance to Africa. It has developed an important SSC component based on networks of official and private stakeholders among African and other developing regions in this context. The Conference was co-organized by the Government of Japan, the United Nations Office of the Special Advisor on Africa (OSAA), UNDP and the World Bank with the substantial involvement of the African Development Bank and ECA. UNDP ensured constant agenda setting in collaboration with the African Union and NEPAD, through TICAD/UNDP (Africa Bureau).

151. Financing for the Asia-Africa Trust Fund, which was set up to support TICAD activities within UNDP, has declined in recent years from US$2.4 million/year to US$1 million in 2010. In addition, through the Japanese Human Resources Development Fund (JHRDF), which was terminated in 2002 and replaced by the UNDP-Japan Partnership Fund in 2003, Japan has contributed US$33.3 million to financing the SU/SSC activities.

152. Other OECD countries particularly active in TC are Australia, Canada, Germany, New Zealand (mostly in the Asian-Pacific region), Norway, Portugal, Spain, Sweden and the United States of America. The Russian Federation is becoming an increasingly active participant, particularly in the Central Asian region and in the context of BRICS.

153. The European Union (EU) supports TC with leading Southern countries, such as Brazil, China and Egypt, through economic partnership agreements. Around 15-20 of EU TC projects are implemented jointly or through United Nations agencies. The EU has strategic partnerships with six United Nations system agencies, including in particular UNDP.

154. **The Inspectors note that there is a lack of strategic thinking regarding TC within United Nations system organizations**. Much more work is required to better identify strategies, financing and implementation modalities for TC, including through partnerships with Southern countries and traditional donors in areas of mutual benefit such as agriculture, climate change and regional public goods, among others. The combined research and operational experience of relevant United Nations organizations should be leveraged by the SU/SSC and through UNDG/UNDOCO.

The implementation of the following recommendation would increase the effectiveness of TC.

Recommendation 10

The UNDP Administrator should request the SU/SSC to develop strategies and financing modalities, in consultation with UNDG/UNDOCO, United Nations system organizations, DESA and donor countries, to promote triangular cooperation (TC), including through partnerships that bring together providers of horizontal development cooperation, traditional donors and the United Nations system organizations in areas of common interest.

G. Reporting, monitoring and evaluation

155. In its resolution 50/119 of 1995, the General Assembly requested the Secretary-General to produce a biennial report on the State of South-South Cooperation, in cooperation with other United Nations organizations, in particular UNCTAD and the Regional Commissions, to provide analytical and quantitative data and indicators on SSC, including recommendations for strengthening such cooperation. The 2003 Revised TCDC guidelines provide a set of 15 normative and operational indicators to be used for reporting on progress and results achieved.[77] Based on these guidelines, the SU/SSC has elaborated questionnaires, which are circulated to United Nations system organizations in order to gather the information necessary to preparing the reports. However, a review of some of the recent reports showed that the indicators proposed were not fully used in reporting, and the quality of the data and the analysis needs to be enhanced in order to drive informed decisions by Member States. UNDP indicated that this might attest to the potential weakness of the indicators and provide an explanation to the difficulty experienced by UNDP in using them. In this regard, a review of the indicators and/or more guidance on their use is perhaps needed from the SU/SSC.

156. The Secretary-General's biennial report to the General Assembly on the State of South-South Cooperation is very similar in content to the biennial report to the HLC on the implementation of the BAPA, and both are submitted during the same year. **Therefore, for the sake of efficiency, it would be advisable to combine the two reports into a single enriched report**. It should be recalled that in addition to these two reports, the SU/SSC prepares the UNDP Administrator's biennial report to the HLC on the implementation of the Revised Guidelines, resources and organizational arrangements for SSC, the biennial reports of the HLC submitted to the General Assembly and the Economic and Social Council, as well as the Administrator's report on the implementation of the SSC framework, and input to several other reports as requested.

157. Several organizations report to their legislative or governing bodies on SSC within their overall annual reporting of activities or thematically within agenda items dedicated to economic and technical cooperation. In terms of thematic agenda, for instance, the DESA report to the biennial ECOSOC/DCF on Trends and Progress in International Cooperation includes a chapter on SSC and TC; DESA also reports to ECOSOC on an annual basis on the implementation of GA resolutions on the comprehensive policy review of operational activities for development, which has a dedicated section on SSC; the United Nations Regional Commissions report to the Economic and Social Council on Regional cooperation in the economic, social and related fields often includes a chapter or references to SSC; and ECLAC reports on a biennial basis on activities in support of SSC to the Commission.

158. Among organizations that include references, however brief, to SSC in their annual reports are FAO, ICAO, ITU, UNCTAD, UNDP, UNESCO, UNFPA, UNIDO and WFP (see Annex IV). For instance, the 2009 annual report of the UNDP Administrator includes two paragraphs on SSC, one referring to the changing context of development cooperation, and the second including five examples of actions in SSC at country and interregional levels.[78]

[77] TCDC/13/3, paras. 51 and 52.
[78] DP/2010/17, paras. 91 and 92.

159. Monitoring and reviewing the implementation of SSC activities by the legislative bodies of United Nations development organizations was provided for in the BAPA.[79] Monitoring of SSC activities was also highlighted as a primary role of the focal point network on SSC in the Revised Guidelines[80] of which the Nairobi outcome document calls for the full implementation.[81] In many United Nations system organizations, the overall picture is fragmented and/or based on ad hoc monitoring tools related to single initiatives, such as at FAO, IAEA, ILO, and UNCTAD. At UNDP, the 2007 evaluation identified a lack of tracking or monitoring systems to provide reliable data, particularly at the country level, and recommended the development of monitoring and evaluation tools with clear benchmarks and indicators.[82] As a first response, the draft fourth cooperation framework for SSC (2009-2011) includes benchmarks and indicators which provide a basis for assessing the contributions of the SU/SSC and UNDP to national, regional and global SSC initiatives[83] and a database was set up to monitor the SSC activities reported by UNDP country offices. This is a good practice that should be concretely replicated by other organizations, but which necessitates dedicated resources. At UNICEF and WFP, country offices are required to enumerate SSC activities/initiatives in their annual country reports. However, the Inspectors were unable to determine what use is made of this wealth of information collected, which could be valuable not only for knowledge-sharing and lessons learned, but also for decision-making. In this regard, the Inspectors recall their proposal to enhance the HLC action through thematic discussions, which could be based on periodic reporting by organizations; for example, reporting on SSC in trade, investment and finance by DESA and UNCTAD, on SSC in regional cooperation and integration by the Regional Commissions and UNCTAD, on SSC and the Millennium Development Goals by UNDP, on SSC in Africa and LDCs by the Office of the Special Advisor on Africa (OSAA), sectoral reports on SSC in agriculture and food by FAO and WFP, on SSC and health by WHO and UNAIDS, and on education and culture by UNESCO.

160. In summary, the review presents/shows that there is no regular, comprehensive and standard monitoring and reporting on SSC within the United Nations system organizations, other than the reports prepared by the SU/SSC, DESA and the Regional Commissions. The content and frequency of reports, when they do exist, are uneven and the indicators proposed in the 2003 Revised Guidelines are not commonly used in monitoring and reporting. Furthermore, tracking and monitoring systems are generally lacking, except for some funds and programmes, and the impact of the reports produced is uncertain.

161. The preparation of the Secretary-General's specific framework for operational guidelines should take into account the need to develop standard measuring and reporting guidelines for relevant United Nations system organizations, including the regional Commissions, in accordance with their respective mandates. A reporting proposal revisiting the indicators proposed in the 2003 Revised Guidelines, including indicators on social development, and indicating clear reporting lines, should be jointly developed with all parties and included in the operational guidelines. Consideration should be given to enhancing the reporting by the SU/SSC to legislatives bodies, consolidating reports dealing with similar issues, and increasing thematic reporting by organizations to the HLC for greater impact. To avoid duplication of work and additional reporting, the Inspectors suggest that SSC/TC be a statutory section in already existing reports, including TCPR/QCPRs.

162. In terms of evaluation, the situation is no better. According to information collected, apart from UNDP, where a major evaluation of the organization's support to SSC was carried out in 2007, and a follow-up evaluation of the fourth cooperation framework on SSC will be completed in 2011, only IAEA and IMO have carried out relevant evaluations, even though those evaluations were part of their normal technical cooperation activities and not specific to SSC. IAEA is conducting evaluations of regional agreements which address South-South cooperation. At FAO, an evaluation of the Special Programme on Food Security in 2002 included the SSC programme. At UNICEF, while no evaluation has been undertaken, a stock-taking based on experience over the past two years on SSC was done in 2010 as an input to the draft guidance to be included in the Programme Processes and Policy Manual. UNIDO has indicated that its 2011 evaluation of South-South centres will include a thematic review of SSC. WHO intends to complete a report in 2011 on all SSC activities financed by Brazil, China and India in the health sector, to be

[79] BAPA, recommendation 32.
[80] TCDC/13/3, para. 45(b) and (g).
[81] Nairobi outcome document, para. 21(j).
[82] UNDP, *Evaluation of UNDP's contribution to South-South cooperation*, 2007, pp. 5 and 35.
[83] DP/CF/SSC/4/Rev.1, paras. 48-52.

presented at the Seoul Forum on aid effectiveness. At the end of each budgetary biennium, WHO/PAHO conducts an internal revision/evaluation of technical cooperation/SSC projects. DESA conducts an evaluation of the effectiveness and efficiency of United Nations operational activities in support of SSC, as part of the preparations for the TCPR/QCPR.

The implementation of the following recommendation would contribute to greater accountability.

Recommendation 11

The High-level Committee on South-South Cooperation (HLC) should request the Executive Heads of United Nations system organizations, funds and programmes, including the Regional Commissions to, starting from 2012:

(a) Put in place systems to monitor their South-South (SSC) and triangular (TC) cooperation activities;

(b) Include in their regular reports to their governing bodies a subsection on their contribution in support of such cooperation;

(c) Provide inputs to regular reports to the Economic and Social Council, the HLC and the General Assembly, including the Secretary-General's biennial reports to the General Assembly;

(d) Produce thematic reports at the request of the HLC; and

(e) Conduct periodic evaluations of their South-South (SSC) and triangular cooperation (TC) activities, based on an agreed set of indicators.

IV. COORDINATION

163. Coordination in support of SSC and TC within the United Nations system organizations must be undertaken at the headquarters, regional and country levels. The SU/SSC and its focal point system should be central to such coordination, as required by the BAPA, HLC decisions and General Assembly resolutions, the 2003 Revised Guidelines and the Nairobi outcome document [84]

A. Headquarters level

164. At headquarters level, the highest interagency coordinating mechanism within the system is the HLCP, which follows up on intergovernmental decisions and major United Nations conferences and summits, and identifies emerging issues requiring a system-wide response, in order to elaborate common strategies, policies and tools.

165. The CEB (formerly the ACC) has twice taken up the issue of TCDC: in 1985 in connection with comments to the JIU report on the implementation of the BAPA, and in 1993, when it approved the first set of Guidelines for TCDC.[85] More recently, in 2010, the CEB included SSC on the agenda of the HLCP meeting for a briefing on the organization of the GSSD Expo, and agreed to further discuss the policy coherence dimension of SSC and TC at a later session.[86] In 2008, the Secretary-General Policy Committee had called on the CEB to encourage all members, in accordance with their mandates, to adopt measures to mainstream support to SSC in their corporate policies, instruments and strategies, backed by the designation of senior focal points and, where possible, provide the necessary budget allocations.[87] To date, no substantive discussion on the subject has taken place.

[84] Nairobi outcome document, para. 21 (c), (e), (f), (g) and (h).
[85] See A/40/656/Add.1; and ACC/1993/2/Add.1.
[86] CEB/2010/6, paras. 51-55.
[87] Decision 2008/26 of the Secretary-General.

166. In addition to the HLCP, the Executive Committee on Economic and Social Affairs (ECESA) should set up a SSC cluster dedicated to bringing coherence and promoting common approaches in normative, analytical and technical work on SSC among participant United Nations entities, including DESA, funds, programmes, and Regional Commissions.

167. At the working level, the SU/SSC acts as the system-wide focal point for SSC and TC. According to the 2003 Revised Guidelines, the SU/SSC should undertake regular consultations among SSC focal points of the system organizations, organize annual meetings, and promote coordinated action between SSC focal points.[88]

168. According to the SU/SSC, there used to be a network of 30 United Nations interagency SSC focal points. However, over the last six years, only three meetings have taken place, as side events to the biennial HLC session. Considering the limited number of United Nations organizations participating in these meetings, the effectiveness of such a coordination mechanism is of serious concern. Although the SU/SSC indicated that some focal points have been involved in annual events such as the GSSD Expo and Academy, SS-GATE and the production of the South Report, those activities nevertheless fall far short of its mandate. Most organizations report ad hoc contacts. **Greater attention should be paid to leveraging the United Nations system support to SSC through the focal point system with updated terms of reference and an agreed programme of work**.

169. The Regional Commissions do not participate in the meetings of the United Nations focal points on SSC. Indeed, they have little or no interaction with the SU/SSC.

B. Regional and country levels

170. At the regional and country levels where most of the development assistance of the United Nations system takes place, the coordination of policies on operational activities is undertaken by UNDG, another CEB pillar, through UNDAF and the UNCTs. Although as early as 1998, the UNDP Administrator, in his capacity as UNDG Chair, had identified TCDC as one of the core responsibilities (among others) of the UNDP resident representatives and coordinators, institutional response has been slow.[89] It was only in response to the 2007 UNDP Evaluation, which was quite critical in this regard, that UNDG updated the Guidelines for the preparation of UNDAFs in 2009 and issued a set of strategic priorities for 2010-2011, including SSC and TC as vehicles for national capacity development. It also identified the roles and responsibilities in a work plan that encouraged UNCTs and regional UNDG teams to appropriately promote SSC and TC in support of the Millennium Development Goals.[90] Again, this updated guidance failed to provide concrete proposals, for instance, for the establishment of SSC focal points, task forces and clusters with specific terms of reference in support of SSC.

171. **The Inspectors noted that the SU/SSC has not been given sufficient tools to leverage United Nations system support. Many United Nations officials interviewed ignore the existence of the SU/SSC, and national technical cooperation agencies generally reported infrequent contacts with the Unit. The Inspectors identified the following shortcomings**:

- There is no regional or subregional UNDAF to enhance support for SSC at the regional and interregional levels;
- UNCTs and UNDAFs have not set up clusters or working groups dedicated to this issue, as for other cross-cutting issues. Exceptionally, there are task forces of the UNCTs in Brasilia and Beijing, but they were established at the request of the respective Governments;
- There is no mechanism to check UNDAFs and project proposals for SSC component;
- The field presence of the SU/SSC at UNDP regional service centres is not sufficiently staffed to ensure visibility or appropriate regional and country coverage;

[88] TCDC/13/3, para. 46.
[89] SU/TCDC, "Message from the Administrator" in *Cooperation South*, No. 1, 1998.
[90] UNDG Strategic Priorities for 2010-2011 and UNDG Work Plan for 2010-2011 (outputs 1.1 and 3.2).

- The SU/S' C regional coordinators do not participate in RCM and RDT meetings to help orient the relevant work of the Regional Commissions and UNDS;

- Not all organizations have designated focal points for SSC at regional and country levels;

- There is no regular interaction at the regional and country levels with country specific focal points, though the SU/SSC has organized three national focal points workshops at ECOWAS, CARICOM and EAC since 2008. As of 2010, there were 89 national focal points, comprising multiple stakeholders from Government, the private sector, civil society and academia. The SU/SSC intends to organize a workshop at SADC in 2011. Interaction among country focal points exists, for instance, in Latin America, where there is a regional network of SSC focal points at national technical cooperation agencies, set up in the framework of the Secretaria General Iberoamericana, which in 2008 and 2010 drafted concept papers and met to coordinate policies, with UNDP support, but without the participation of United Nations system organizations. They reflect the recent decision taken by the ECLAC SSC Committee in Brasilia in May-June 2010, which gave ECLAC a concrete mandate to develop SSC impact indicators, strengthen the capacity of cooperation agencies in the region to generate statistics, and establish information systems. **This is a good practice that should be replicated at the request of national governments and with United Nations support and participation**.

Figure 7: Current SSC coordination structure

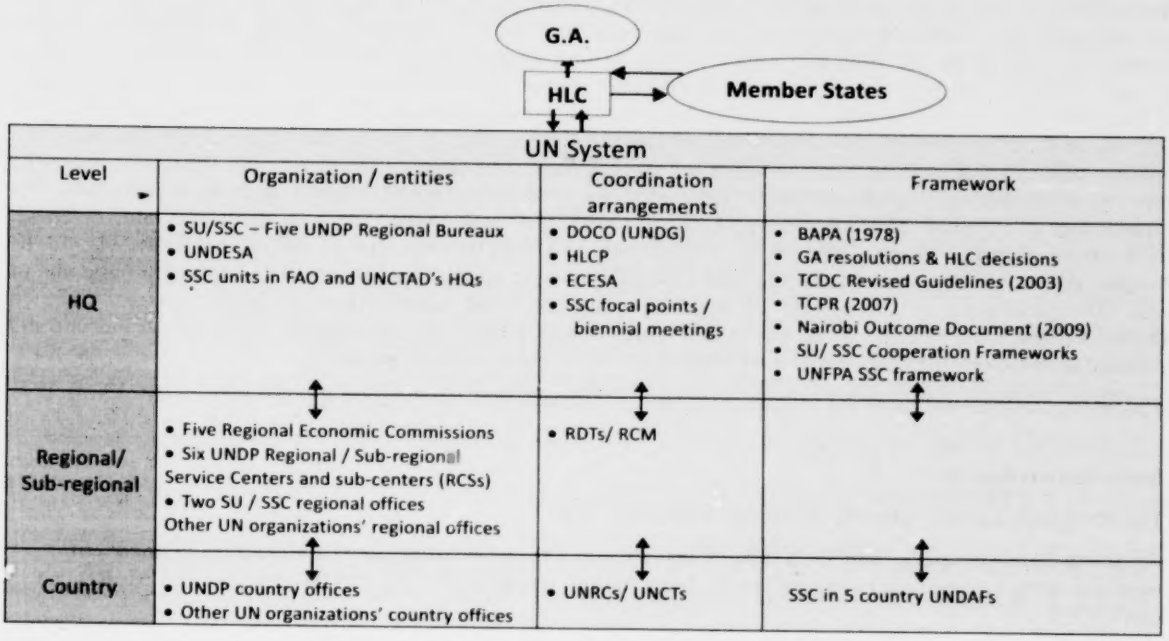
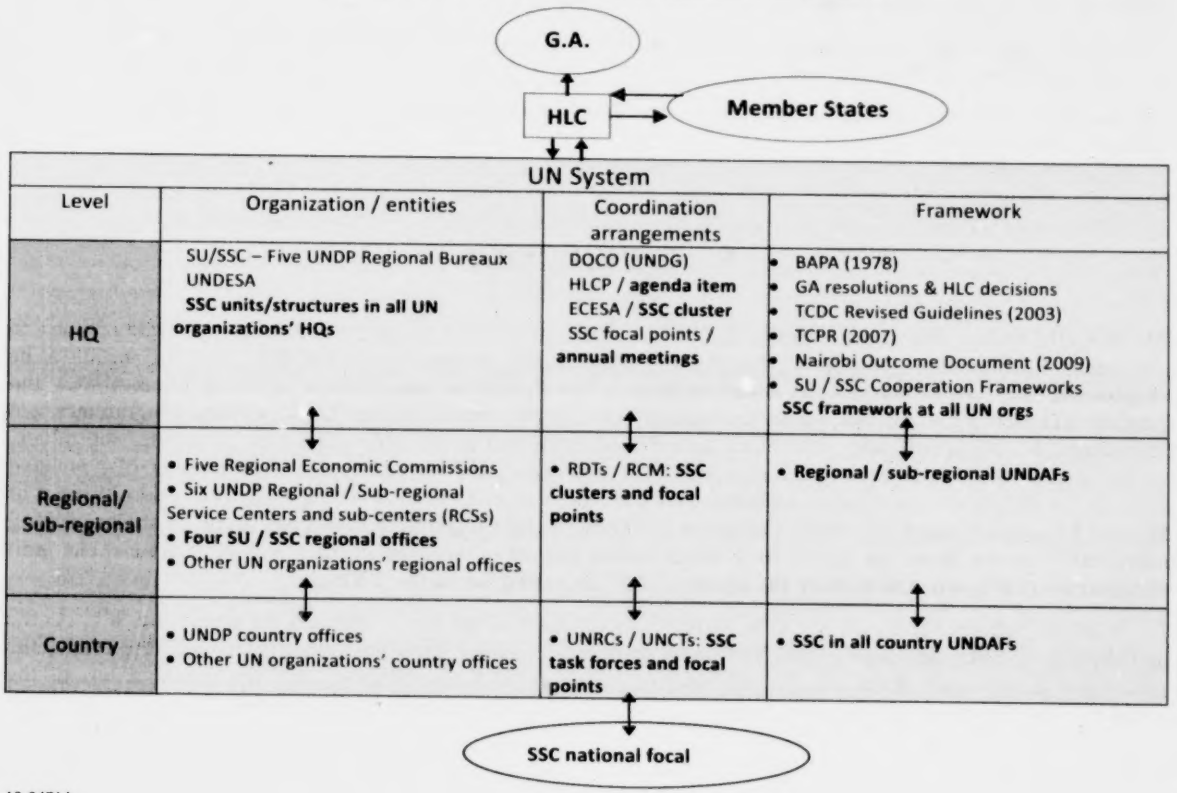


Figure 8: Proposed SSC coordination structure


G.A.
HLC
Member States
UN System
Level
Organization / entities
Coordination arrangements
Framework
HQ
SU/SSC – Five UNDP Regional Bureaux
UNDESA
SSC units/structures in all UN organizations' HQs
DOCO (UNDG)
HLCP / agenda item
ECESA / SSC cluster
SSC focal points / annual meetings
• BAPA (1978)
• GA resolutions & HLC decisions
• TCDC Revised Guidelines (2003)
• TCPR (2007)
• Nairobi Outcome Document (2009)
• SU / SSC Cooperation Frameworks
SSC framework at all UN orgs
Regional/ Sub-regional
• Five Regional Economic Commissions
• Six UNDP Regional / Sub-regional Service Centers and sub-centers (RCSs)
• Four SU / SSC regional offices
• Other UN organizations' regional offices
• RDTs / RCM: SSC clusters and focal points
• Regional / sub-regional UNDAFs
Country
• UNDP country offices
• Other UN organizations' country offices
• UNRCs / UNCTs: SSC task forces and focal points
• SSC in all country UNDAFs
SSC national focal

172. In the light of the foregoing, the **Inspectors conclude that active and effective presence and coordination are lacking, which has resulted in lost opportunities, particularly at the regional and country levels. They consider that the current coordination arrangements need to be reviewed in order to enhance synergies among the work of the SU/SSC and other United Nations system organizations**. At the headquarters level, it is imperative that the HLCP accelerate its discussions on this issue; and the ECESA should set up a cluster dedicated to SSC. At the regional and country levels, in addition to relocating the regional representatives of the SU/SSC to the headquarters of the regional coordination mechanisms, including the Regional Commissions and country offices, and ensuring participation of its regional coordinators in RCM and RDT meetings, the operational guidelines, which are being developed by UNDG/UNDOCO, should address in particular the introduction of regional and subregional UNDAFs with SSC components as a priority area and outcome. Furthermore, regional clusters should be established, and country task forces and focal points should be designated by each organization, starting with UNDP, with clear terms of reference and an agreed programme of work. The focal point system should be made more dynamic and interactive at all levels across the United Nations system, with impetus from SU/SSC. Figures 7 and 8 above provide an overview of the current and proposed architectural structure for United Nations system-wide SSC coordination.

In addition, implementation of the following recommendation would contribute to greater efficiency.

Recommendation 12

The Secretary-General should ensure, as from 2012 that:

(a) South-South cooperation (SSC) is built into the agendas of existing coordination arrangements at headquarters, regional and country levels, in particular the HLCP/CEB, UNDG, ECESA, RCM, RDTs and UNCTs;

(b) Regular meetings of SSC thematic clusters, task forces and focal points are held with agreed terms of reference and programmes of work;

(c) South-South cooperation (SSC) is included in relevant country UNDAFs and new subregional/regional UNDAFs; and

(d) The SU/SSC is represented in all relevant coordination mechanisms, task forces and thematic clusters, as applicable.

V. CONCLUSION

173. The JIU review found that despite the efforts made by several United Nations system organizations to mainstream SSC in their activities, the existing institutional arrangements for SSC and TC need to be strengthened. The combined lack of understanding of the definition and concept of South-South (SSC) and triangular (TC) cooperation, lack of differentiation between the regular technical cooperation programmes and programmes dealing specifically with SSC, lack of dedicated and identifiable structures to initiate, coordinate, monitor, report and evaluate SSC across programme activities, and lack of a sufficient number of dedicated resources for such activities in many organizations, lead the Inspectors to the conclusion that **the full potential of SSC and TC has not been captured. There are not enough clear legislative mandates given by the governing bodies, and where they do exist, they have often not been translated into robust frameworks and programmes that are permeated by the spirit of SSC, as called for in the BAPA**.

174. National policies, strategies and Government support for SSC are key challenges for promoting SSC. As the main drivers of SSC, developing countries need to energize their efforts and identify, in concrete terms, the support that they require from the United Nations system. UNDP, the SU/SSC, and the organizations of the United Nations system should continue to provide assistance to Governments in this regard.

175. Most of the organizations lack a strategic framework for SSC at both headquarters and field office levels. The absence of such frameworks leads to ad hoc and reactive policies in support of SSC, rather than proactive policies and operational guidelines for implementing SSC. Staff are not adequately trained in SSC matters. Strategies and financing modalities are needed to promote TC, including through partnerships among providers of horizontal development cooperation, traditional donors and the United Nations system organizations in areas of common interest. United Nations agencies need to act beyond the traditional modus operandi that focuses on training, and be more innovative in order to link supply and demand.

176. The 2003 Revised Guidelines, which propose a common United Nations framework of indicators for measuring progress and results in implementing SSC, have not been rigorously applied by the United Nations system organizations, or even by UNDP itself, notwithstanding the fact that the contents of the guidelines were discussed thoroughly and adopted by the system as a whole. Consequently, reporting, monitoring, evaluation and knowledge management have suffered.

177. Funding has been a major stumbling block in advancing support to SSC within the United Nations system. Much higher amounts of core budgets must be devoted to SSC, and the organizations of the system need to step up their efforts to raise funds that are free from conditionalities in support of SSC. Further efforts are required to differentiate between funding for conventional technical cooperation activities, and those specifically related to SSC.

178. With a few exceptions, support to SSC at the regional and country levels has not been always effective. At the country level, few UNDAFs make reference to SSC or have a relevant specific outcome. Although the UNDG Guidance for UNDAF was updated in 2009 to include SSC as an area of work, it does not provide enough operational guidance for implementing SSC. There are no arrangements to assess UNDAFs projects and provide input for mainstreaming SSC at the country level.

179. At the regional level, the United Nations Regional Commissions could play a more effective role in advancing SSC. The absence of an effective SU/SSC representation at the regional level has resulted in lost opportunities for the UNDS in enhancing support for regional and subregional integration schemes. Consequently, the regional presence of the SU/SSC needs to be strengthened and located at the headquarters of the Regional Commissions in order to enhance its input and visibility, and create synergies. The RCMs and RDTs should be leveraged as a means of galvanizing UNDS support for SSC at the regional level. Consideration should be given to developing regional/subregional UNDAFs in addition to the country UNDAFs.

180. Opportunities gained from SSC and TC are constrained by challenges such as lack of communication, coordination, planning, designing, monitoring, evaluation, political will and strategies, in addition to the need to provide adequate non-earmarked financing through TC.

181. Fresh thinking is needed with respect to SSC governance. The intergovernmental processes dealing with SSC need to be streamlined and consideration should be given to the working methods, mechanisms and organization of the HLC in order to provide sharper focus and elicit stronger expert participation in its work, which would lead to more tangible results.

182. The mismatch between the expanded mandate of the SU/SSC and available resources must be seriously addressed. Attention must be given to prioritizing the work and resources of the SU/SSC in order for it to be more focused and effective.

183. Last but not least, the focal point system needs to be more dynamic, and coordination should be ensured at all levels, the HLCP, regional clusters and country task forces.

Annex I. Overview of SSC/TC in the United Nations system

Organization/ Office	SSC/TC mandate		SSC/TC in programme of work at headquarters/field level			SSC/TC organizational structures	
	Legislative decision	Strategic framework	Headquarters	Field	UNDAF	Focal point	Other units that are fully involved
FAO	Approved as a component of the Special/National/Regional Programmes for Food Security (SPFS, NPFS, RPFS)	Strategic framework under Strategic objective L	By programme By subject/area	Regional office: programme as technical assistance in support of food security programmes		Integrated Food Security Support Service (TCSF)	N/A
IAEA	The Revised guiding principles and general operating rules to govern the provision of technical assistance by the Agency (INFCIRC/267); Strengthening of the Agency's technical cooperation activities (GC(54)/RES/9)	Technical cooperation strategy: the 2002 review (GOV/INF/2002/8/Mood's); Medium-term strategy 2012-2017	Cross-cutting By programme By subject/area	Regional and country office: programme through training and expert services	x	Department of Technical Cooperation	Dept. of Nuclear Sciences and Applications; Dept. of Nuclear Energy; Dept. of Nuclear Safety and Security; Office of Legal Affairs
ICAO	Council criteria on the provision of technical cooperation provides the legal framework for SSC	N/A	By subject/area	Regional, subregional and country offices: programmes on technical cooperation		Technical Cooperation Bureau (TCB) with 4 geographical focal points	Regional Offices; Air Navigation Bureau; Air Transport Bureau; Legal Bureau; Finance Branch
ILO	Various agreements, initiatives and MoUs between ILO and Brazil to promote SSC in different sectors; Governing body decision (November 2009) endorsing technical cooperation strategy for 2010-2015	Department of Partnerships and Development Cooperation (PARDEV) Work plan for 2010/2011, includes SSC outcomes	Cross-cutting By programme By subject/area	Regional and country office: programmes on technical cooperation	x	PARDEV Working group	Informal network on SSC for exchange of good practices; participants from all ILO strategic areas
IMO	IMO Assembly resolutions A.965 (23); A.1011 (26); A.1012 (26).	N/A	Cross-cutting By programme By subject/area	Regional office: programmes on technical cooperation (host countries provide facilities as part of their in-kind support)		Technical Cooperation Division (TCD) (headquarters and field); 5 geographical focal points at headquarters	Marine Environment Division (MED); Maritime Safety Division (MSD); Legal and External Affairs Division (LED) (all involved in technical co-operation implementation)

Organization/ Office	SSC/TC mandate		SSC/TC in programme of work at headquarters/field level			SSC/TC organizational structures	
	Legislative decision	Strategic framework	Headquarters	Field	UNDAF	Focal point	Other units that are fully involved
UNDESA	Triennial comprehensive policy review of operational activities for development of the UN system (A/Res/62/208); DCF; 2005 World Summit outcome document	N/A	By subject area			Development Cooperation Policy Branch, Office for ECOSOC Support and Coordination (OESC); DESA (headquarters-based)	
UNCTAD	Outcome of UNCTAD XII Conference/Accra Accord (TD/442)	2010-2011: South-South work is explicit in subprogramme 1, expected accomplishment (a); 2012-2013: South-South work is under the same subprogramme, but with a separate indicator of achievement	Cross-cutting, Economic Cooperation and Integration Unit playing leading role By programme	N/A	x	Unit on Economic Cooperation and Integration among developing countries	Division on International Trade in Goods and Services and Commodities has a large component of SSC work
UNDP	Buenos Aires Plan of Action (1978); New directions for TCDC (1995); Nairobi outcome document (2009); Triennial Comprehensive Policy Review (2007); Revised guidelines for the review of policies and procedures concerning TCDC (2003)	BAPA endorsed by General Assembly; New Directions report endorsed by General Assembly; Strategic plan and frameworks approved by UNDP/UNFPA Executive Board; Fourth SSC framework; Global programme; 5 Regional programmes; Country programmes	Cross-cutting, SU/SSC playing a leading role	Regional and country office: programmes	x	SU/SSC; Bureau for Development Policy; Partnerships Bureau; Executive Office	Regional bureaux; Bureau for Crisis Prevention and Recovery; International Poverty Centre in Brazil; UNDP Seoul Policy Centre (2011); Country offices
UNEP	Governing Council decisions 24/12 (February 2007); 25/9 (February 2009)	Policy guidance on SSC (to be approved by senior management team); Bali Strategic plan and Medium-term strategy 2010-2013	By subject area	Regional office: programmes		New SSC Unit planned	
UNESCO	General Conference at its 34th and 35th Sessions; Decisions of the Executive Board at its 180th and 181st Sessions	Medium-term strategy 2008-2013 (34 C/4); Approved programme and budget for 2010-2011 (35 C/5)	By programme By subject area	Country office: programmes		Bureau of Strategic Planning	Executive Offices of each Programme Sectors, including dedicated focal point in Education for SSC Fund in Education

Organization/ Office	SSC/TC mandate		SSC/TC in programme of work at headquarters/field level			SSC/TC organizational structures	
	Legislative decision	Strategic framework	Headquarters	Field	UNDAF	Focal point	Other units that are fully involved
UN-HABITAT	Governing Council resolution 22/9 (April 2009)	N/A	Cross-cutting By programme	Regional office: programmes		Regional and Technical Cooperation Division (RTCD)	Regional Offices for Africa and Arab States (ROAAS); Asia and Pacific (ROAP); Latin America and Caribbean (ROLAC)
UNICEF	TCPR resolution (2007)	N/A	Cross-cutting By subject area	Regional and country office: programmes	x	Division of Policy and Practice (NYHQ)	Public Sector Alliances and Resource Mobilization Office (NYHQ) involved in fundraising with new partners; Regional offices in the Americas and the Caribbean, Asia/Pacific, Central and Eastern Europe and CSI countries; Division of Governance; UN and Multilateral Affairs (NYHQ); Programme Division (NYHQ)
UNIDO	General Conference Resolution GC.[illegible]/Res.4	N/A	Cross cutting	Country office programmes		Special Programmes and LDC Group (SPL)	South-South Centres (India and China)
UNODC	Decision by UN Commission on Narcotic Drugs (CND)	UNODC Rainbow Strategy	By programme By subject area	Country office programmes		Integrated Programming Branch (IPB), UNODC Field Offices in Kabul, Islamabad and Tehran	FRMS/HRMS - UNODC Resources Mobilization Unit (CPS); Sustainable Livelihoods Unit (SLU); Crime Prevention and Criminal Justice (CPCJ) is partially involved
UNWTO	N/A	N/A	N/A	N/A		No specific unit	

Organization/ Office	SSC/TC mandate		SSC/TC in programme of work at headquarters/field level			SSC/TC organizational structures	
	Legislative decision	Strategic framework	Headquarters	Field	UNDAF	Focal point	Other units that are fully involved
WB	N/A	Informal mandate requested by the Board of Directors to mainstream South-South Knowledge Exchange into WB operations	Cross cutting	Country office programmes		Knowledge Exchange Unit (WBI)	
WFP	No specific mandate on SSC/TC MOUs and agreements with Governments and institutions	Strategic Objectives as outlined in Strategic Plan 2008-2013	N/A	Regional office programmes		Monitoring and Supporting Unit based at Regional Level. Regional Office for Latin America and the Caribbean (RBLAC)	Programme Unit, Nutrition Unit, HIV Unit at regional level (LAC)
WHO	Plan of Action of the 5th Global Meeting of Heads of WHO Country Office with the Regional Directors and the Director-General 8 November 2009, endorsed early 2010 by the Global Policy Group	N/A	N/A	Country office programmes		No specific unit	Dept. of Partnerships and UN Reform (HQ) deals with UN issues and is focal point for UNDP initiatives on South-South cooperation for development; Dept. of Country Focus is focal point for SSC specific to countries
WIPO	N/A	N/A	By programme	Singapore Office (WSO); Brazil Office (WBO)		WIPO Development Sector (HQ) devoted to technical assistance and capacity building in intellectual property (IP) for economic, social and cultural development	
WMO	Thirteenth World Meteorological Congress (Geneva, May 1999), Abridged Final Report with Resolutions	N/A	Cross-cutting By programme	Regional office programmes		Development and Regional Activities Dept./Resource Mobilization Office in charge of coordinating Technical Cooperation Programme	DRA/Regional Offices

Annex II. Interviews and respondents to the JIU questionnaire

		Interviewed	Responded to questionnaire
United Nations System	JIU Participating organizations		
	FAO	x	x
	IAEA	x	x
	ICAO		x
	ILO	x	x
	IMO		x
	ITU		
	UNCTAD	x	x
	UNDP	x	x
	UNEP	x	x
	UNESCO	x	x
	UNFPA	x	
	UN-HABITAT	x	x
	UNHCR		
	UNICEF	x	x
	UNIDO	x	x
	UN	x	DESA, OHCHR
	UNODC	x	x
	UNOPS		
	UNRWA		
	UNWTO		x
	UPU		
	WFP	x	x
	WHO	x	x
	WIPO	x	x
	WMO	x	x
	Other UN organizations		
	IMF	x	x
	ITC	x	x
	PAHO	x	x
	World Bank	x	x
	Regional Commissions		
	ECA	x	
	ECE	x	x
	ECLAC	x	
	ESCAP	x	x
	ESCWA	x	x
Member States	Brazil	x	x
	Bulgaria		x
	Chile	x	
	China	x	
	Colombia		x
	Egypt	x	x
	Ethiopia	x	
	Guatemala		x
	India		x
	Japan	x	x
	Kenya	x	
	Panama		x
	Peru	x	
	Singapore		x
	South Africa	x	
	Thailand	x	x
Non UN Organizations	African Development Bank		x
	African Union	x	
	ASEAN	x	
	Council of Europe Development Bank	x	
	Common Fund for Commodities	x	x
	European Union (EU)	x	
	IDB	x	
	IFAD	x	x
	League of Arab States (LAS)	x	
	OECD	x	x
	OFID	x	
	Secretaria General Iberoamericana (SEGIB)		x
	South Centre	x	x
	World Trade Organization (WTO)	x	

Annex III. Overview of SSC and TC in current available UNDAFs

Member States	UNDAF period	Reference to SSC	SSC outcome	Reference to TC	SSC Pivotal Countries
Afghanistan	2010-2013	No	No	No	
Albania	2006-2010	No	No	No	
Algeria	2007-2011	No	No	No	
Angola	2009-2013	No	No	No	
Argentina	2011-2014	Yes, SSC included as part of Cooperation Area 4 (Institutional Development); SSC as a tool to help coordinate issues of common interest at regional level, particularly in the MERCOSUR region	No	Yes, with the participation of the Fondo Argentino de Cooperacion Horizontal	x
Armenia	2010-2015	No	No	No	
Azerbaijan	2011-2015	No	No	No	
Bangladesh	2006-2010	No	No	No	
Belize	2007-2011	No	No	No	
Benin	2003-2013	No	No	No	
Bhutan	2008-2012	No	No	No	
Bolivia (Plurinational State of)	2008-2012	Yes, Bolivia requested as part of requirements for the cooperation of United Nations, Joint technical assistance and strengthening South-South relationship	No	No	
Bosnia and Herzegovina	2010-2014	No	No	No	
Botswana	2010-2016	No	No	No	
Brazil	2007-2011	Yes, Brazil requested that SSC be adopted as an implementation mechanism, among others, particularly in the prevention and treatment of HIV/AIDS and also that new SSC opportunities be identified	No		x
Burkina Faso	2006-2010	No	No	No	
Burundi	2010-2014	No	No	No	
Cambodia	2006-2010	No	No	No	
Cameroon	2008-2012	No	No	No	
Cape Verde	2006-2010	No	No	No	
Central African Republic	2007-2011	No	No	No	
Chad	2006-2010	No	No	No	
Chile	2011-2014	Yes, as a specific outcome	Outcome 4: By 2014, the country will have strengthened cooperation with other countries in the region, strengthening exchange of experiences, knowledge of good practices and sharing lessons learned in designing and implementing policies	No	x

Member States	UNDAF period	Reference to SSC	SSC outcome	Reference to TC	SSC Pivotal Countries
China	2011-2015	Yes, as a specific outcome	Outcome 3.3: UN in China facilitates UN-China-South trilateral partnerships and China's contribution to the achievement of the MDGs worldwide	Yes	x
Colombia	2007-2011	No	No	No	x
Comoros	2008-2012	No	No	No	
Congo	2009-2013	No	No	No	
Costa Rica	2008-2012	No	No	No	x
Côte d'Ivoire	2009-2013	No	No	No	
Cuba	2008-2012	No	No	No	x
Djibouti	2008-2012	No	No	No	
Democratic Republic of Congo	2007-2010	No	No	No	
Ecuador	2010-2014	No	No	No	
Egypt	2007-2011	Yes, SSC is emphasized as a cross-cutting issue that should be streamlined in all outcomes	No	No	x
El Salvador	2007-2011	No	No	No	
Equatorial Guinea	2008-2012	No	No	No	
Eritrea	2007-2011	No	No	No	
Ethiopia	2007-2011	No	No	No	
Gabon	2007-2011	No	No	No	
Gambia	2007-2011	No	No	No	
Georgia	2011-2015	No	No	No	
Ghana	2006-2010	No	No	No	x
Guatemala	2010-2014	Yes, SSC as a coordination mechanism expected to support the delivery of outputs	No	No	
Guinea	2007-2011	No	No	No	
Guinea Bissau	2008-2012	No	No	No	
Guyana	2006-2010	Yes, as an implementation mechanism where opportunities for SSC will be explored, e.g., seeking assistance from Brazilian Institute for Economic Research in developing poverty maps	No	No	
Haiti	2009-2011	No	No	No	
Honduras	2007-2011	No	No	No	
India	2008-2012	No	No	No	x
Indonesia	2011-2015	Yes, SSC is specifically emphasized as a cross-cutting mechanism in implementing two outcomes; disaster resilience building and climate change. Also, noted that Indonesia has much to contribute to and gain from South-South technical cooperation, especially in the area of disaster	No	No	x

Member States	UNDAF period	Reference to SSC	SSC outcome	Reference to TC	SSC Pivotal Countries
Iran (Islamic Republic of)	2005-2010	No	No	No	
Iraq	2011-2014	No	No	No	
Jamaica	2007-2011	No	No	No	
Jordan	2008-2012	No	No	No	
Kazakhstan	2010-2015	No	No	No	
Kenya	2009-2013	No	No	No	
Kyrgyzstan	2005-2010	No	No	No	
Lao People's Democratic Republic	2007-2011	No	No	No	
Lebanon	2010-2014	No	No	No	
Lesotho	2008-2012	No	No	No	
Liberia	2008-2012	No	No	No	
Madagascar	2008-2011	No	No	No	
Malawi	2008-2011	No	No	No	
Maldives	2011-2015	No	No	No	
Mali	2008-2012	No	No	No	
Mauritania	2009-2010	No	No	No	
Mexico*	2008-2012	Yes	Outcome 3.3.7: Regional cooperation program, environmental issues, particularly within the framework of South-South relations, aimed at extending knowledge, promoting exchange of experiences, *environmental* education, etc.	No	x
Mongolia	2007-2011	Yes, as a specific outcome	Outcome 4: Global, regional and SSC strengthened to address cross-border social, economic and environmental concerns	No	
Morocco	2007-2011	No	No	No	
Mozambique	2007-2012	No	No	No	
Namibia	2006-2010	No	No	No	
Nepal	2008-2010	No	No	No	
Nicaragua	2008-2012	No	No	No	

Member States	UNDAF period	Reference to SSC	SSC outcome	Reference to TC	SSC Pivotal Countries
Niger	2009-2013	Yes, SSC as a mechanism for partnership opportunities; international partnerships including SSC and other technical and financial partners will focus on promoting decentralized cooperation and access to international expertise	No	No	
Nigeria	2009-2012	No	No	No	x
Pacific Islands	2008-2012	No	No	No	
Pakistan	2008-2012	No	No	No	
Panama	2007-2011	No	No	No	
Papua New Guinea	2008-2012	No	No	No	
Paraguay	2007-2011	No	No	No	
Peru	2006-2010	No	No	No	x
Philippines	2005-2011	No	No	No	
Republic of Moldova	2007-2011	No	No	No	
Rwanda	2008-2012	No	No	No	
Sao Tome and Principe	2007-2011	Yes, SSC in terms of resource mobilization; at international level, efforts will be made to continue involving the traditional bilateral donors to the country, and to enlarge partnerships to multilateral donors and also include SSC	No	No	
Senegal	2007-2011	No	No	No	x
Sierra Leone	2008-2010	No	No	No	
South Africa	2007-2010	Yes	Outcome 2: Strengthening SSC by supporting South Africa within the framework of IBSA Forum		x
Sri Lanka	2008-2012	No	No	No	
Suriname	2008-2011	No	No	No	
Swaziland	2011-2015	No	No	No	
Syrian Arab Republic	2007- 2011	No	No	No	
Tajikistan	2010-2015	No	No	No	
Thailand	2007-2011	Yes, SSC is seen as a cross-cutting mechanism particularly affecting human security issues in the region	No		x
The former Yugoslav Republic of Macedonia	2010-2015	No	No	No	
Timor-Leste	2009-2013	No	No	No	
Togo	2008-2012	No	No	No	
Tunisia	2007-2011	Yes, particular attention will be given to South-South partnerships, such as those with subregional countries in the framework of the Arab Maghreb Union, African Union and NEPAD	No	No	x
Turkmenistan	2010-2015	No	No	No	

Member States	UNDAF period	Reference to SSC	SSC outcome	Reference to TC	SSC Pivotal Countries
Uganda	2010-2014	No	No	No	
Ukraine	2006-2010	No	No	No	
United Republic of Tanzania	2007-2010	No	No	No	
Uruguay	2011-2015	No	No	No	
Uzbekistan	2010-2015	No	No	No	
Venezuela (Bolivarian Republic of)	2009-2013	Yes. Venezuela envisions focus on building effective institutions, improving the capabilities and the promotion of SSC		No	
Viet Nam	2006-2010	No	No	No	
Yemen	2007-2011	No	No	No	
Zambia	2007-2010	No	No	No	
Zimbabwe	2007-2011	No	No	No	
Total = 109 countries		**17**	**5**	**2**	

**Among the 25 pivotal countries in SSC, 10 of them (Argentina, Brazil, Chile, China, Egypt, Indonesia, Mexico, South Africa, Thailand, Tunisia) included SSC in their UNDAFs.*

Annex IV. Overview of SSC and TC in current available annual reports and medium-term plans of United Nations system organizations

Organization	Document Title	Reference code	Year(s) covered	Reference to SSC	Chapter/paragraph in document	TC reference
FAO FAO	Medium-term Plan 2010-2013; Programme of work and Budget 2010-2011	C 2009/15	2010-2013	Regional collaboration and harmonization of approaches, including SSC in the implementation of international instruments and standards, as well as better use of existing information, intergovernmental platforms, fora, and knowledge management tools.	Primary Tools for achievement of the Organizational Result	None
				Intra-African Training and Dissemination of Technical know-how for Sustainable Agriculture and Rural Development with Africa-ASEAN Country Cooperation within the Framework of SSC: (USD 2.6 million SO A)	Main core trust fund projects expected to be active in 2010-11	
	Programme Implementation Report	C-2011/8	2008-2009	Under the National and Regional Programmes for Food Security, SSC remains an important vehicle for knowledge transfer among developing countries. By the end of 2009, a total of 39 SSC agreements had been signed and over 1,400 experts and technicians had been fielded in the framework of SPFS/NPFS and RPFS in 65 countries worldwide.	National and Regional Programmes for Food Security (NPFS and RPFS)	None
IAEA	Medium-term Strategy	No code	2012-2017	The Agency will actively promote South-South and North-South partnerships, information and technical exchanges and capacity strengthening initiatives by increasingly building upon the expertise available in Member States and existing Regional Resource Centres and by the promotion of networking.	Reference as part of Goal D: Providing effective technical cooperation	None
	Annual Report	GC (54)/4	2009	None	N/A	Annual Report
ICAO	Business Plan	No code	2008-2010	None	Strategic Result TC-1	None
	Annual Report of the Council	9921	2009	ICAO increased SSC through training programmes in developing countries sponsored by governments and administered through the Technical Cooperation Bureau, confirming the high priority given by ICAO and States to the training and retention of national civil aviation personnel. Summaries of SSC and TC project achievements are provided in the Annual Report of the Council, although not specifically referred to as such	Technical Cooperation Programme Chapter and Appendix	None

Organization	Document Title	Reference code	Year(s) covered	Reference to SSC	Chapter/paragraph in document	TC reference
ILO	Strategic Policy Framework	GB.304/PFA/2 (Rev.)	2010-2015	Public–private partnerships, SSC, partnerships with regional structures and national expertise and networks, all pursued in collaboration with constituents, will further enable constituents to obtain greater access to important decision-making circles	Reference to SSC in Part III: Strengthening technical capacities	None
IMO	High-level action plan of the organization and priorities for the 2010-2011 biennium	A 26/Res. 1012	2010-2011	None	N/A	None
ITU	Strategic Plan for the Union	No code	2012-2015	None	N/A	None
	Progress report on the implementation of the strategic plan for 2008-2011 resolution 71)	C09/21(Rev.1)	2008-2009	ITU is also working with UNDP on SSC on the Strengthening of African Capacity for Cost-Effective Internet Access	Reference to SSC in para. 3.3	None
UNCTAD	Annual Report 2009	UNCTAD/DOM/2010/1	2009	Contribution of UNCTAD to a series of intergovernmental discussions on SSC and regional integration	Reference to SSC in Introduction and Trade section	N/A
UNDP	Strategic Plan	DP/2007/43	2008-2011	Brief overview 4 (paras.) of UNDP efforts to mainstream SSC approaches in all focus areas, including a reference to the SU/SSC	Section D on South-South cooperation in Chapter V UNDP Operations	Yes
	Annual Report	DP/2010/17	2009	Examples of SSC exchanges across all UNDP practices and regions	2 paragraphs in Section E on Cross-cutting and other UNDP contributions in Chapter III Development Results	None
UNEP	Medium-term Strategy	UNEP/GCSS.X/8	2010-2013	Facilitating SSC as one of the key mechanisms for implementing capacity-building and technology support projects on the ground, which will entail engaging with a wide range of partners and organizations	Para. 64 (i)	None
UNESCO	Medium-term Strategy	34 C/4	2008-2013	SSC and triangular cooperation approaches will be distinct components of each strategic programme objective, providing a platform which enables developing countries to share their experiences and to cooperate on issues of common concern; part of a broader global partnership for development	Main programmatic features of the Medium-term Strategy for 2008-2013	Yes

Organization	Document Title	Reference code	Year(s) covered	Reference to SSC	Chapter/paragraph in document	TC reference
	Report by the Director-General on the implementation of the Programme and Budget and on results achieved in the previous biennium (2008-2009)	184 EX/4 Draft 36 (C/3)	2008-2009	Good practices shared through South-South cooperation, e.g. creation of a regional framework on education for sustainable development (ESD), interregional exchanges on HIV/AIDS and education	Achievements, challenges, lessons learned in para. 224	Yes
UNFPA	Medium-term Strategy	DP/FPA/2007/17	2008-2011	In line with General Assembly resolution 60/212 and other resolutions relevant to SSC, UNFPA will continue to provide support to deepen, intensify and enhance South-South cooperation, including through triangular cooperation	Paras. 22, 36, 81, 90, 128, 130	Yes
	Report of the Executive Director for 2009: progress and achievements in implementing the UNFPA strategic plan	DP/FPA/2010/17	2009	UNFPA is increasingly supporting South-South cooperation; in 2009, UNFPA exceeded its strategic plan target with offices reporting implementation of 409 South-South initiatives, providing lessons learned and knowledge sharing for national capacity-building	Paras. 41, 87	None
UN-HABITAT	Activities of the United Nations Human Settlements Programme Report of the Executive Director	HSP/GC/22/2	2007-2008	None	N/A	None
UNHCR	Report of UNCHR to the General Assembly	A/65/12	2009	None	N/A	None
UNICEF	Annual Report 2009 and Medium-term Strategy 2006-2013	E/ICEF/2010/9	AR 2009 and MTS 2006-2013	Instances of SSC noted in report; also notes that SSC needs to be improved in all areas	Paras. 144, 198, 200, 207 (e)	None
UNIDO	Annual Report	IDB.37/2-PBC.26/2	2009	UNIDO strategic long-term vision statement, adopted by the General Conference at its eleventh session in 2005, recognized SSC as an increasingly important feature of UNIDO's work	Chapter 6 on Cross-cutting programmes; Section A on South-South Cooperation	None
UNODC	Medium-term Strategy	IDB.37/2-PBC.26/2	2008-2011	None	N/A	None
	Report of the Executive Director	E/CN.7/2011/3-E/CN.15/2011/3	2010	None	N/A	None
UNOPS	Strategic Plan	No code	2010-2013	None	N/A	None
	Annual Report of the Executive Director	DP/2010/30	2009	None	N/A	None
UNRWA	Medium-term Strategy	No code	2010-2015	None	N/A	None
WFP	Strategic Plan	No code	2008-2013	None	N/A	None
	Annual Report	WFP/EB.1/2010/4 Rev.1	2009	Reference to cooperation in food security at regional level, particularly in Africa, including cooperation with ECA	Para. 51	None

Organization	Document Title	Reference code	Year(s) covered	Reference to SSC	Chapter/paragraph in document	TC reference
WHO	Medium-term Strategic Plan	MTSP/2008–2013	2008-2013	None	N/A	None
WIPO	Medium-term Strategic Plan	No code	2010-2015	None	N/A	None
WMO	Secretariat Operating Plan	1028/2007	2008-2011	None	N/A	None
TOTAL Reports	**15**			**10**		**1**
TOTAL Medium-term plans	**17**			**8**		**3**

Annex V. Overview of action to be taken on JIU recommendations
JIU/REP/2011/3

		Intended impact	United Nations, its funds and programmes												Specialized agencies and IAEA													
			United Nations*	UNCTAD	UNODC	UNEP	UN-HABITAT	UNHCR	UNRWA	UNDP	UNFPA	UNICEF	WFP	UNOPS	ILO	FAO	UNESCO	ICAO	WHO	UPU	ITU	WMO	IMO	WIPO	UNIDO	UNWTO	IAEA	ITC
Report	For action		☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒
	For information		☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
Recommendation 1		e	L							E																		
Recommendation 2		e								E																		
Recommendation 3		b	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L
Recommendation 4		e	L																									
Recommendation 5		g	L																									
Recommendation 6		e	L																									
Recommendation 7		e	L																									
Recommendation 8		b	L																									
Recommendation 9		e	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L
Recommendation 10		e								E																		
Recommendation 11		a	L																									
Recommendation 12		g	E																									

Legend: **L:** Recommendation for decision by legislative organ
E: Recommendation for action by Executive Head (*in the case of the CEB, by the Chair)
☐ Recommendation does not require action by this organization

Intended impact: **a:** enhanced accountability **b:** dissemination of best practices **c:** enhanced coordination and cooperation **d:** enhanced controls and compliance **e:** enhanced effectiveness **f:** significant financial savings **g:** enhanced efficiency **o:** other

* Covers all entities listed in ST/SGB/2002/11, other than UNCTAD, UNODC, UNEP, UN-HABITAT, UNHCR and UNRWA.

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Agenda item 140
Joint Inspection Unit

South-South and triangular cooperation in the United Nations system

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly his comments and those of the United Nations System Chief Executives Board for Coordination on the report of the Joint Inspection Unit entitled "South-South and triangular cooperation in the United Nations system" (JIU/REP/2011/3).

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Summary

The report of the Joint Inspection Unit entitled "South-South and triangular cooperation in the United Nations system" seeks to assess and make recommendations on the ways and means of enhancing system-wide contribution to South-South and triangular cooperation, addressing issues of mandates, frameworks and policies, intergovernmental processes, structures, financing and coordination.

The present note presents the views of United Nations system organizations on the recommendations provided in the report. The views of the United Nations system have been consolidated on the basis of inputs provided by member organizations of the United Nations System Chief Executives Board for Coordination, which welcomed the report, generally supported its recommendations and noted that it underscored the importance that organizations of the United Nations system attached to South-South and triangular cooperation.

I. Introduction

1. The report of the Joint Inspection Unit entitled "South-South and triangular cooperation in the United Nations system" (A/66/717) seeks to review the existing United Nations institutional arrangements in support of South-South and triangular cooperation, and to make recommendations aimed at facilitating the preparation by the Secretary-General of a specific framework of operational guidelines for relevant United Nations organizations and agencies, in accordance with their respective mandates, for the implementation of the Nairobi outcome document of the High-level United Nations Conference on South-South Cooperation, held in Nairobi from 1 to 3 December 2009, and endorsed by the General Assembly in its resolution 64/222. In doing so, the report assesses the current situation in respect of South-South and triangular cooperation and makes recommendations on the ways and means of enhancing system-wide contribution to South-South and triangular cooperation, addressing issues of mandates, frameworks and policies, intergovernmental processes, structures, financing and coordination.

II. General comments

2. Organizations of the United Nations system welcomed the report of the Joint Inspection Unit on South-South and triangular cooperation in the United Nations system. They noted that issues presented in the report had been considered by the General Assembly in its resolution 62/208, pursuant to its 2007 mandated review of operational activities aimed at mainstreaming South-South cooperation in the work of the United Nations, and were at the core of the work of relevant actors in the United Nations system. Agencies were generally supportive of the recommendations of the report and found that the report was relevant to, and would be helpful in, improving South-South cooperation through the work of the United Nations system.

3. Agencies agreed on the importance of tracking, monitoring and evaluating, and mainstreaming activities on South-South cooperation in the United Nations Development Assistance Framework process at the national level. They noted that, while this approach had its value, it needed to be demand-driven and implemented in accordance with national priorities. Similarly, agencies generally agreed on the implementation of South-South cooperation at the regional and subregional levels through regional coordination arrangements.

4. Agencies were appreciative of the efforts of the Joint Inspection Unit to thoroughly examine the institutions and mechanisms providing support for South-South cooperation within the United Nations system. They noted that the report offered some new perspectives on the operation and guidance of South-South practices, although there were some areas where divergences arose between agencies of the United Nations system and the report. Agencies found that the report tended to focus more on shortcomings within the United Nations system than on uncovering and highlighting best practices and lessons learned. In its assessment of existing institutional arrangements, the report identified a number of structural and procedural deficiencies which required improvement; however, agencies indicated that the report could have been strengthened through the provision of a more detailed and supportive analysis of how the United Nations system could best scale up its work in the area of South-South cooperation and in such a way as to be responsive to country needs and meaningful to both providers and receivers of

South-South cooperation. Further, agencies felt the report would have benefited from including additional information on best practices and the lessons learned from past practice in South-South cooperation.

5. Agencies indicated that the report did not provide sufficient assessment of or recommend a clear course of action for "communicating" South-South cooperation at the inter-agency level, among Member States and to stakeholders and external audiences. They noted that the lack of a comprehensive system-wide communication and engagement strategy undermined the programme and its potential to attain full impact. Successful public communication of South-South and triangular cooperation required clear definitions of both concepts and their applications, which were currently lacking, as noted in the report. Agencies further noted the need to better communicate the achievements and benefits of South-South cooperation, internally, externally and at the inter-agency level, and the need to target resources for this purpose, in line with institutional structures or programmatic plans.

6. The findings showed that South-South cooperation had been diffused throughout the United Nations system, although the report noted areas for improvement focusing primarily on structural fixes. While there was always room for improvement, agencies noted that South-South cooperation was embedded in the processes and procedures of the United Nations system as a whole, in terms of staffing, procurement, knowledge-sharing and relationship-building, particularly in light of intergovernmental oversight. The technical assistance activities that had long been associated with South-South cooperation were indeed significant contributions to South-South and triangular cooperation, although the report preferred to disaggregate these actions.

7. Agencies appreciated that the report gave detailed consideration to relations between the Special Unit for South-South Cooperation and the United Nations Development Programme (UNDP). Agencies recognized that this is an administrative matter that UNDP and the High-level Committee on South-South Cooperation must work together to address within the upcoming Fifth Cooperation Framework on South-South Cooperation, keeping in mind existing management structures and reporting lines.

8. As noted in the report, numerous governing bodies of agencies of the United Nations system had emphasized the inclusion of South-South cooperation both in policies and in processes; but as the modes of South-South cooperation continued to expand among developing countries, the United Nations system was working towards improving its responsiveness to an increased demand. As a result, more and more agencies were establishing their own policies, structures and units for managing their own South-South cooperation programmes and activities. Furthermore, those actions were endorsed within the context of the Revised Guidelines for the Review of Policies and Procedures concerning Technical Cooperation among Developing Countries (TCDC/13/3), set forth in 2003, and are necessarily broad in scope in order to allow for customization by individual agencies of their activities and policies on South-South cooperation in light of their individual mandates. As agencies put in place policy frameworks for South-South cooperation, the system was moving forward towards greater coherence and effectiveness of South-South cooperation. In this regard, the Special Unit for South-South Cooperation has played a supportive role in responding to agencies' needs for assistance on South-South cooperation, which are often triggered by a request from Member States or those

agencies' own governing bodies, underscoring the essential principle of South-South cooperation, namely, that it should be driven by the demands of developing countries, with the United Nations system playing a supporting role.

III. Specific comments on recommendations

Recommendation 1

The High-level Committee on South-South Cooperation should request the Administrator of the United Nations Development Programme, as Chair of the United Nations Development Group, to mandate the Special Unit for South-South Cooperation, in coordination with United Nations system entities, including the regional commissions, to propose operational definitions of South-South and triangular cooperation, submit them to the General Assembly for approval, through the High-level Committee at its seventeenth session in 2012, and ensure their dissemination and application, including through workshops and training sessions at Headquarters and at the field level system-wide.

9. Agencies of the United Nations system agreed that operational definitions of South-South and triangular cooperation are crucial and expressed their support for the urgent need to update the definitions. Agencies noted that this would go further towards strengthening coherence of understanding and approach with respect to South-South and triangular cooperation. While the concept of South-South and triangular cooperation was well understood by agencies, they noted that the Special Unit for South-South Cooperation was urged to organize trainings and prepare awareness-raising material which would assist in achieving system-wide understanding of the concept.

Recommendation 2

The UNDP Administrator, as Chair of the United Nations Development Group, should request the Special Unit on South-South Cooperation, in coordination with United Nations system entities, including the regional commissions, and through the United Nations Development Group/United Nations Development Operations Coordination Office, to develop a common framework and strategy, policies and operational guidelines to support mainstreaming of South-South and triangular cooperation and knowledge-sharing through relevant programmes and projects at Headquarters, regional and country levels, to be adapted by the organizations to their respective areas of competence, for submission through the High-level Committee on South-South Cooperation to the Economic and Social Council and the General Assembly for approval, with a view to their dissemination and application, including through workshops and training sessions, not later than the end of 2012. All relevant Headquarters programmes, the United Nations Development Assistance Framework and technical cooperation projects should contain a South-South cooperation component, at the request of Governments, as appropriate.

10. Agencies noted that the High-level Committee on South-South Cooperation had already requested the development of a set of operational guidelines on South-South cooperation. Organizations of the United Nations system were also working on their own policies and strategies with individual governing bodies, with a view to determining the appropriate frameworks for South-South and triangular cooperation, which would then enable agencies to consider how best to support these

frameworks, policies and strategies. Agencies generally supported the inclusion of South-South cooperation components in programmes, projects and frameworks of the United Nations system and further noted that the United Nations Development Assistance Frameworks were instruments that ultimately reflected the national priorities of Member States. Organizations of the United Nations system expressed their support for sharing lessons learned and best practices in the development of a common framework and strategy, policies and operational guidelines for mainstreaming South-South and triangular cooperation. However, they also noted the need to take into account agency-specific mandates and priorities, as set by their relevant governing boards.

Recommendation 3

The legislative bodies of United Nations system organizations should request the Executive Heads to establish identifiable and dedicated structures, mechanisms and focal points tasked with developing an agency-specific corporate policy and support strategy, and ensure coordination on South-South and triangular cooperation within their respective organizations and on an inter-agency level, through the reallocation of the necessary staff and resources for this purpose, as appropriate.

11. Organizations of the United Nations system welcomed recommendation 3, noting that the creation of structures within United Nations agencies to manage activities relevant to South-South cooperation had been affirmed through the Revised Guidelines on South-South cooperation. Agencies shared the view that the full potential of programmes on South-South cooperation had not been captured, given the lack of clear legislative mandates for South-South cooperation supported by robust frameworks. Agencies firmly supported the institutionalization of promotional activities on South-South and triangular cooperation within the United Nations system and noted that structures, mechanisms and focal points were present in some agencies within existing technical cooperation programmes.

Recommendation 4

The High-level Committee on South-South Cooperation should request the Secretary-General to submit to the General Assembly, no later than the end of 2012, a proposal to review the current South-South cooperation governance structure and its secretariat support within the United Nations, so as to ensure more efficient and effective work procedures for the High-level Committee, and better delineation of responsibilities and interaction among all stakeholders. The proposal should address: (a) the need for greater participation by technical cooperation agencies, related national authorities and focal points in the work of the High-level Committee; (b) the need for a regular thematic agenda, discussion and action, based on the work of standing thematic groups composed of national authorities, academia, civil society and the private sector, as appropriate; and (c) the consideration of thematic and sectoral reports by relevant United Nations system organizations.

12. Agencies welcomed recommendation 4, which was aimed at ensuring the efficient functioning of the High-level Committee on South-South Cooperation. They noted, however, that the implementation of this recommendation should be driven by the Committee itself, taking into account the structural, procedural, financial, operational and other implications of proposals to Member States.

Furthermore, agencies noted that the merits of recommendation 4 ought to be weighed with two considerations in mind. First, it should be recognized that, as South-South cooperation now involved more actors in government, civil society, academia and the private sector, a more inclusive High-level Committee on South-South Cooperation might be an ideal means of giving voice to these various actors. Second, with the Administrator of UNDP acting as the convener of the High-level Committee on South-South Cooperation, more participatory sessions of the Committee could be beneficial to the United Nations system; but as this would also involve a more complex process in terms of institutional arrangements, servicing protocol and financing, a detailed analysis, including a critical cost/benefit analysis, was therefore necessary.

Recommendation 5

The High-level Committee on South-South Cooperation should: (a) request the Special Unit for South-South Cooperation to continue implementing its mandate and responsibilities as assigned pursuant to the Buenos Aires Plan of Action for Promoting and Implementing Technical Cooperation among Developing Countries, the recommendations contained in the report on new directions for technical cooperation among developing countries, and the Nairobi outcome document of the High-level United Nations Conference on South-South Cooperation, focusing on global and United Nations system policy support and advocacy; inter-agency coordination and facilitation; catalysing innovative mechanisms; fostering inclusive partnerships and mobilizing resources from both public and private entities to support multi-agency initiatives in implementing the Nairobi outcome document; and supporting knowledge-sharing, networking and exchange of best practices, including through new and existing centres of excellence, the Special Unit and United Nations system platforms. To that effect, the Special Unit should review its current portfolio of activities and staffing profile with a view to prioritizing activities while ensuring better delineation of responsibilities with other United Nations entities; and (b) call on all relevant United Nations system organizations to support the work of the Special Unit and leverage the services that it offers.

13. Organizations of the United Nations system support and welcome this recommendation, which they note is directed at legislative bodies. The recommendation to review activities and staffing is in line with the numerous mandates of the Special Unit for South-South Cooperation and agencies were keen to continue to support and leverage the work of the Special Unit.

Recommendation 6

The High-level Committee on South-South Cooperation and the Economic and Social Council, in coordination with the United Nations Development Programme (UNDP), should consider relocating the regional representatives of the Special Unit for South-South Cooperation to the regional commissions, with direct reporting to UNDP and the Special Unit.

14. Recommendation 6 is aimed at the achievement of a more coherent approach to promoting South-South cooperation at the regional level, leveraging the knowledge, processes and linkages of the regional commissions and the complementarity of their work to that of the United Nations system. However, the relocation of regional representatives of the Special Unit for South-South

Cooperation has considerable financial, technical, operational and programmatic implications and requires further reflection, particularly with regard to the entities directly concerned. Agencies would like to highlight the fact that the relocation of the Special Unit for South-South Cooperation away from the regional service centres of the United Nations Development Programme would deprive the organization of the human resources each agency needs in order to provide more direct support to South-South regional initiatives, as called for by the Nairobi outcome document of the High-level United Nations Conference on South-South Cooperation, held in 2009. Several agencies indicated the need for further clarity concerning the role of, and reporting lines for, the proposed relocation.

Recommendation 7

The High-level Committee on South-South Cooperation should provide further clarification on the reporting lines of the Special Unit for South-South Cooperation, with a view to reconciling the issue of its separate identity within the United Nations Development Programme (UNDP) and effecting closer integration of the Unit within the UNDP structure, including through requesting the Administrator of UNDP to establish collaborative working arrangements at Headquarters and in the regions, and the regular participation of the Unit's head and regional coordinators in all strategic and decision-making mechanisms and meetings, so as to enhance the profile and visibility of the Unit and to ensure that South-South cooperation is identified as a cross-cutting issue in all programmatic decisions at corporate and system-wide levels.

15. While agencies recognized the prerogative of the High-level Committee on South-South Cooperation, they noted that the Committee's work does impact the workplan and agenda of the Special Unit for South-South Cooperation, but that the decision on the Unit's programme of work rests with the Executive Board of the United Nations Development Programme, the United Nations Population Fund and the United Nations Office for Project Services.

Recommendation 8

The Economic and Social Council should request the regional commissions to set up strategies and structures/mechanisms, and mobilize or reallocate resources at the legislative, programmatic and operational levels dedicated to enhancing subregional, regional and interregional South-South cooperation, and to use the annual meetings of the regional coordination mechanisms as a tool for advancing system-wide cooperation and coordination in support of South-South cooperation.

16. Agencies generally supported recommendation 8 on the increased involvement of the regional commissions in promoting South-South cooperation. However, they noted that recommendation 8 should take into account existing initiatives aimed at enhancing subregional, regional and interregional South-South cooperation, the comparative advantage of the regional commissions, and other regional initiatives, and the mandate of the regional coordination mechanisms. Agencies also noted that further steps in this direction should ultimately aim at mainstreaming South-South cooperation into the work programmes of all subprogrammes. The emphasis on the role of the regional coordination mechanisms as an important inter-agency collaboration tool for advancing South-South cooperation at regional and subregional levels was welcomed, in principle.

Recommendation 9

The legislative and governing bodies of the United Nations system organizations should request the Executive Heads to apportion a specific proportion of core budget resources — not less than 0.5 per cent — for the promotion of South-South cooperation in their respective areas of competence, in consultation with programme countries; and to agree with donor countries on using a specific portion of extrabudgetary resources to finance South-South and triangular cooperation initiatives.

17. Organizations of the United Nations system recognize that budgetary decisions are primarily the province of Member States. Agencies, by and large, supported this recommendation. However, they noted that in the experience of most organizations of the United Nations system, more than 0.5 per cent of technical cooperation funds was apportioned to regional programmes, which was expected to cover, to a large extent, South-South cooperation activities. Some agencies noted that this recommendation should take into account resource allocation mechanisms within individual agencies, which in most cases exceed 0.5 per cent. Agencies added that it was important to note that programming of funds in most agencies are carried out at country level, jointly with national authorities, and/or earmarked by donors. The idea of a central "target" applied to all resources seems to assume a centralized allocation mechanism, rather than a primarily country-based mechanism for programming, including identification of applicable modalities, which is the case for some agencies. Agencies also added that rather than an exogenous percentage or numerical goal of resource allocation for South-South cooperation, there should be an allocation of resources based on planned development results.

Recommendation 10

The UNDP Administrator should request the Special Unit for South-South Cooperation to develop strategies and financing modalities, in consultation with the United Nations Development Group/United Nations Development Operations Coordination Office, United Nations system organizations, the Department of Economic and Social Affairs of the United Nations Secretariat and donor countries, for promoting triangular cooperation, including through partnerships that bring together providers of horizontal development cooperation, traditional donors and the United Nations system organizations in areas of common interest.

18. Agencies welcomed recommendation 10 and noted that increased promotion of triangular cooperation by all relevant parties was encouraged. They also noted that triangular cooperation was an integral part of the work of the United Nations Development Group and of the regional commissions. It was also included in the work of the regional development teams.

Recommendation 11

The High-level Committee on South-South Cooperation should request the Executive Heads of United Nations system organizations, funds and programmes, including the regional commissions, starting from 2012, to: (a) put in place systems to monitor their South-South and triangular cooperation activities; (b) include in their regular reports to their governing bodies a subsection on their contribution in support of such cooperation; (c) provide inputs to regular reports to the Economic and Social Council, the High-level Committee on South-South Cooperation and the General Assembly, including the Secretary-General's biennial reports to the Assembly; (d) produce thematic reports at the request of the High-level Committee; and (e) conduct periodic evaluations of their South-South and triangular cooperation activities, based on an agreed set of indicators.

19. Organizations of the United Nations system welcomed increased monitoring of South-South and triangular cooperation activities. They noted, however, that this should be undertaken within already established reporting mechanisms and reporting requirements, which would thereby avert the creation of additional workloads, which, in turn, have financial, organizational and staffing implications, including in respect of the redesign of some already established reporting instruments. Monitoring and evaluation procedures and programmes on South-South and triangular cooperation activities already existed in some agencies, which could provide assistance in this regard. The determination of indicators necessary for the effective monitoring of South-South and triangular cooperation would require significant involvement of the United Nations Development Group, a factor that was not articulated in recommendation 11.

Recommendation 12

The Secretary-General should ensure that, as from 2012: (a) South-South cooperation is built into the agendas of existing coordination arrangements at Headquarters, regional and country levels, in particular the High-level Committee on Programmes/United Nations System Chief Executives Board for Coordination, United Nations Development Group, the Executive Committee on Economic and Social Affairs, the regional coordination mechanisms, the regional director teams and the United Nations country teams; (b) regular meetings of the Special Unit for South-South Cooperation thematic clusters, task forces and focal points are held with agreed terms of reference and programmes of work; (c) South-South cooperation is included in relevant country United Nations Development Assistance Frameworks and new subregional/regional United Nations Development Assistance Frameworks; and (d) the Special Unit is represented in all relevant coordination mechanisms, task forces and thematic clusters, as applicable.

20. Agencies generally supported recommendation 12, with several noting that increasing the number of mechanisms where South-South cooperation is discussed could be helpful. However, the key factor of how these mechanisms would work together to ensure coherence and consistency of approach had to be considered. While the inclusion of South-South cooperation in the work of the United Nations system at country level through the United Nations Development Assistance Framework was supported, it was noted that this must be determined and driven by national priorities.